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1 6 T H S T R E E T
A N E I G H B O R H O O D S T U D Y

A Joint Venture
of
Operation Upgrade
and
The Mission Planning Council

Prepared for the San Francisco Department of City Planning
January, 1977

D REF 307.3416 Op2s

Operation Upgrade
(Organization)
16th Street : a
neighborhood study /
[1977]

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January 17, 1977

MISSION PLANNING COUNCIL
2501 Bryant St., San Francisco
824-1771, 647-3052 California 94110

Rai Okamoto, Director
Department of City Planning
100 Larkin Street
San Francisco, CA 94102

Dear Mr. Okamoto:


We are pleased to submit to you on this date the final draft copy report of our study of the 16th Street commercial/residential neighborhood. It is our understanding that with this transfer of data, and your release authorization of the balance of funds in our account, that our contractual obligations have been met and are completed (City and County of San Francisco Contract Number 50690, for "Provision of Technical Planning Assistance").

The report, as you may recall, describes present conditions in the area in terms of physical and social characteristics, speculates as to the forces and influences that affect the neighborhood, summarizes neighborhood recommendations and includes a suggestive list of the kinds of resources available, or potentially so, for commercial and residential improvement; maps and other graphics, data summary sheets, end papers and this letter of transmittal make up the remainder of the report's contents.

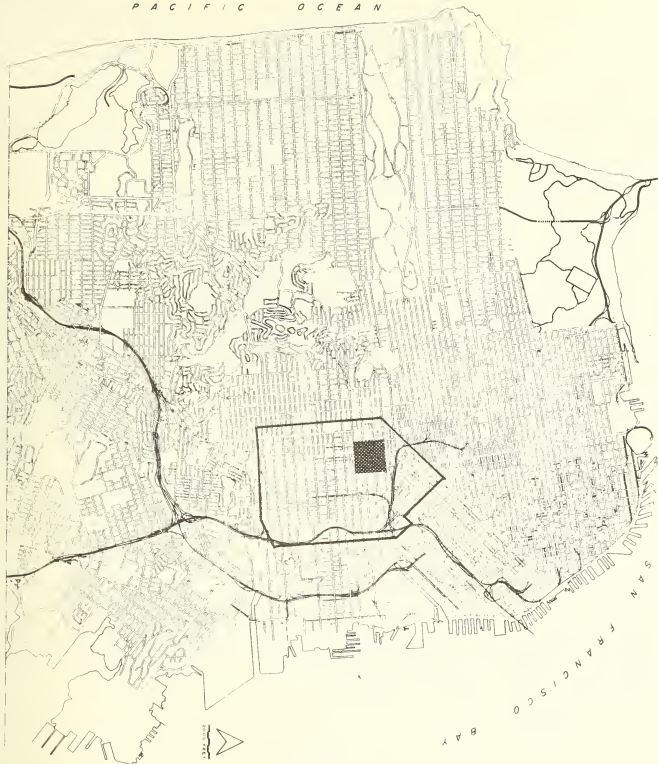
We would like to take this occasion to express our appreciation to the Mayor's Office of Community Development for providing the funds necessary for carrying out the study, and to your department for having been instrumental in allocating those funds to the Mission Planning Council. Please convey to George Williams our special thanks for his assistance and the use of Planning Department data; Planning Department staff with whom we had contact were pleasant, responsive and helpful, and we feel these qualities reflect a genuine Planning Department concern for neighborhood issues and their resolution.

We look forward to further cooperative efforts, and wish all of you well.

Sincerely,


Ramon A. Barbieri
President

cc: George Williams, Assistant Director, Department of City Planning
Mary Klute, Acting Director, Office of Community Development

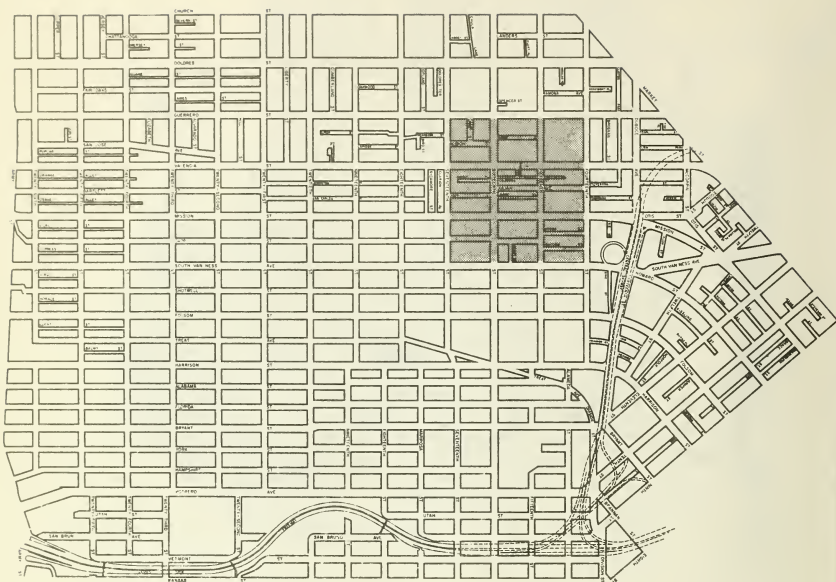


LOCATION OF STUDY AREA

Sixteenth Street: A Neighborhood Study



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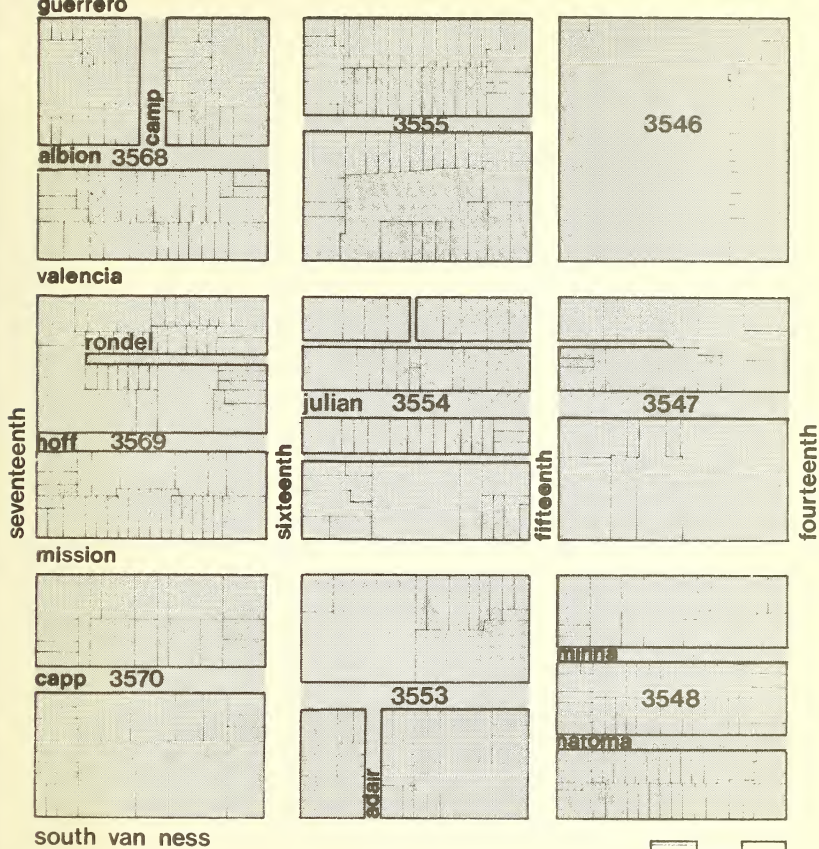


LOCATION OF STUDY AREA
IN THE MISSION DISTRICT



Sixteenth Street: A Neighborhood Study

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STREET AND BLOCK LOCATION

0 100 300



Sixteenth Street: A Neighborhood Study

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I. ABOUT THE STUDY

SUMMARY

The purpose of this study has been to document the physical, social and economic character of the 16th Street commercial/residential area and therefrom make recommendations to the City Planning Department and other appropriate bodies for the immediate undertaking of projects of neighborhood improvement.

Observations, impressions, and other descriptive content reproduced in this document were compiled from various sources, including resident, merchant, and shopper questionnaires; field observations, census data, San Francisco Police, Fire, Planning and Traffic Department reports; other source materials cited in the Appendix, and face-to-face interviews in cafes, bars, stores, on the street, and in public meetings and work sessions.

It should be noted that the findings and recommendations presented in this report are by no means surprising--they are merely the distillation of what one can hear and see along the street on any given day. The study area is in obvious need of revitalization which will require concerted intervention from both the public and private sectors. However approached, the urgent nature of the problems involved must be acknowledged and dealt with to insure survival of the neighborhood.

Our object has not been to document conditions in a report destined for dusty repose in planning department archives--we expect that immediate official priority will be given to the problems of the area and that neighborhood recommendations will be heeded, to the end of policy enactments and implementation of improvement programs.

INTRODUCTION

The method, intent, and purpose of this study project have been informed by and take shape within the framework of the "neighborhood advocacy" planning principle. Our goal is to provide to the residents and other neighborhood interests of the study area guidelines for its revitalization based on their perceptions of its problems, and their priorities. It was to this primary end that the Mission Planning Council (MPC) entered into a contractual arrangement with the Department of City Planning and, subsequently, partnership with Operation Upgrade.

Other objectives included documenting and validating impressions that the area is and ought to be recognized as one of extreme need and high priority, with a host of problems besetting it; describing the area's importance relative to its impact and influence on Mission District growth and development, and finally, looking at the ways in which the area may be subject to influences and forces emanating from "elsewhere."

The format and contents of the body of this report are grouped generally into the following divisions: first, a description of present conditions in the area, what's there; second, we will summarize the problems and opportunities that seem to obtain, presently and in the future, and provide recommendations for action to reverse decline and blight. And finally, we will return to the neighborhood advocacy theme and reiterate its importance as a vehicle for translating human needs into enriching and secure environments, designed for people.

BACKGROUND TO THE STUDY

After the failure in the early 1970's of a concerted 18 months effort by several Mission-based community organizations to secure HUD funds for the development of low-to-moderate income family housing, the Mission Housing Development Corporation (MHDC), with the help of various organizations and individuals, undertook a complex and detailed survey and study of the physical, social, economic and other developmental needs of the Inner Mission and its residents. Final review and comment on A Plan for the Inner Mission ('the Mission Plan') was completed in March of 1974.

The Mission Plan was then submitted to the City Planning Commission for consideration and adoption as City policy. While some elements of the Plan were determined to be outside the scope and authority of City Planning Department (CPD) activity, the body of the Plan's policy recommendations were incorporated into a CPD document, The Mission: Policies for Neighborhood Improvement. CPD iterated further that while the Mission--San Francisco's oldest existing residential neighborhood--has many positive and attractive attributes, it faces as well a myriad of "complex problems and issues in need of attention ...these are:

1. How to insure that the Mission's diverse residential, commercial and industrial sectors work together to meet the needs and provide for the betterment of all people of the Mission.
2. How to strengthen the commercial and industrial base of the Mission in a manner consistent with neighborhood preservation goals.
3. How to encourage the development of new housing in the Mission while protecting and improving the existing housing stock.
4. How to improve the environmental and residential qualities of the Mission without causing a significant rise in housing costs."

¹ San Francisco City Planning Department. The Mission: Policies for Neighborhood Development. January, 1976. p. 2.

In both above-named reports, in other analyses and studies that have touched on the area coincidental to other purposes, and obviously and most importantly, in the eyes and minds of those who live around or do business on the strip, the 16th Street area--the commercial core and its immediate residential environs--has been identified as one of critical need, with increasing blight, deterioration, and declining economic activity. Compounding the situation is that complex of human problems that accompany long-standing neglect and impoverishment: a persistently high crime rate; an alarming rash of destructive and murderous fires, some certifiably arson, others suspiciously so; an increasing transient population comprised largely of persons who subsist on income levels far below citywide averages, many of whom are attracted or directed into the area because of its large stock of cheap, no-questions-asked hotel rooms, and many of whom are engaged in pursuits that are deleterious not merely to personal safety and well-being but are threatening and harmful to the vitality of the community as well; and on and on--an influx of pornographic bookstores, street prostitution and other undesirable activities, traffic congestion, noise, pollution, garbage, and litter problems, as well as a serious decline in public services and maintenance and apparent official indifference.

Withal, there is affection and concern for the area, and a determination to reverse its decline on the part of many who have a stake in its stability. There is, further, a recognition that the area is a pivotal one in terms of growth and development--what happens, or does not happen, to the area will influence, and be influenced in return by, the kind and quality of change

that takes place in adjoining areas, in particular the Mission Street, Valencia Street, and lower 24th Street commercial-residential strips, and by extension, the South of Market-Yerba Buena Center-Market Street/Van Ness Avenue-BART build-up and potential for build-ups.

These and other like considerations place the issue squarely in the purview of MPC, that organization having as its central and abiding concern the job of making the Mission a pleasant, harmonious and prosperous community in which families might be reared in security, and personal and social pursuits realized.

In the Spring of 1976, with the cooperation and under the aegis of the CPD, the Mayor's Office of Community Development allocated monies under a 6-month grant to MPC to hire planning staff whose charge, among other tasks, was to carry out the study in a manner consonant with MPC's philosophy of neighborhood planning (other resources necessary for successful completion of the study were graciously provided by those individuals and organizations listed in "Acknowledgements").

Having secured the funds to conduct the study, MPC planning staff met with members of the area's neighborhood group--Operation Upgrade--for the purpose of soliciting their cooperation and help, and it was agreed then to carry out the project jointly, i.e., as a cooperative venture in which residents and workers of the area would organize into a project steering committee that could speak for a wide range of points-of-view. The study project was then formally 'opened' in July, 1976.

DEFINING THE STUDY AREA

Defining the study area initially presented a degree of difficulty--where, after all, does one neighborhood area leave off and another begin, at what block, on which sides of the streets...? We began with the twinned circumstances of resources available for carrying out the study (including time as both resource and constraint) and the specific contractual arrangement between MPC and City Planning, which spelled out the nature of the planning "mission" (i.e., "a neighborhood improvement study of the 16th Street commercial/residential area").

Beginning with these two conditions, then, we beat our way through a confusing tangle of definitions of "neighborhood" arrived at, generally, according to bias or purpose and/or methods employed, e.g., block club organizational reach, ethnic or political-power indices, census tracts delineations, market research techniques, service agency "target"/delivery areas, and relationships among and between people in an expanding radius from a hub of retail and transit activity, etc.

Given all of these, and with a predisposition to a holistic logic--i.e., that the area's residential and commercial elements cannot be analyzed or treated apart from one another, or as separate from influences emanating from elsewhere--we decided that the most efficient, simplest way of establishing for our purposes study area boundaries that reflect "reality" would be, simply, to hang out: to engage walkers, shoppers, idlers, merchants, and people in transit in informal dialogue leading to their impressions of what comprises 16th Street "turf".

These subjective appraisals, coupled with street observations, led us to determine that the commercial strip extending westward from South Van Ness Avenue to Guerrero Street constitutes the core of a neighborhood with tacitly recognized boundaries to the north and south as well, i.e., 14th Street to 17th Street; a loosely defined neighborhood area characterized by an awareness of perimeters, in which residents and workers walk, trade, talk and move about with a more or less conscious sense of "place," of neighborhood identification.

SCOPE OF THE STUDY PROJECT

Given the background and conditions cited earlier, several general questions surfaced and became central to the study, and so helped imply its limits: What are the priorities of neighborhood interests: How may those priorities be ordered or integrated into a comprehensive neighborhood improvement design that includes an action agenda? And what and where are the resources that can aid in effecting--implementing--that agenda?

With these considerations in mind the scope of the 16th Street study project and its consequent objectives came to be defined as: A neighborhood revitalization and improvement study of a nine-block, mixed commercial and residential area located in the NW sector of San Francisco's Inner Mission, encompassing roughly the southern half of Census Tracts 201 and 202. Objectives of the study project are to:

- Define through research, field observations, surveys, and community hearings, conditions as they are now.

- Document, through a deliberate process of community involvement, the issues, problems and opportunities that confront the area and its residents.

- Recommend for adoption as policy, courses of action feasible and/or possible, as well as an outline or guide to resources available for actions that may be undertaken.

METHOD

Working from a perspective of process, in which the element of participation--interest group involvement--is stressed, we set our general goal as the provision to the area's residents of a conceptual framework within which revitalization policies and direction might be established. At this point our approach and method inevitably, as it were, defined themselves. Just as the thrust of the neighborhood planning principle has a dual nature, i.e., on the one hand, research, analysis and recommendations, and on the other, public participation and advocacy, each of the two activities taking place in complementarity, so does our approach and method for this study take on a similar and essentially dual cast, restated for the sake of brevity as "study-in-dialogue," each--study and dialogue--indispensable to and dependent on the other.

Research, we know, is also an indispensable tool for carrying out studies of the nature of this one, and it was among the methods we employed. Data treating the study area in a direct and specific way are almost non-existent, although there were sufficient for our purposes (see 'Scope of the Study Project', preceding pages, and 'References', following). Our methodology, if you will, combined more or less equal parts of research and study, reflection, community 'input', debate and discussion, all derived from the sources alluded to in the 'Summary' and detailed in the 'Appendix', and there is nothing unique, especially sophisticated, revelatory or what-have-you in the way we have treated data or attempted cause-effect inferences--the point has been to record 'objective reality' to stimulate action, and where the tone is hortatory, that, too, is intentional. (A somewhat abstract explication of the process of participation relative to advocacy planning is included in

'IV. Epilogue' of this report. It feels better there.)

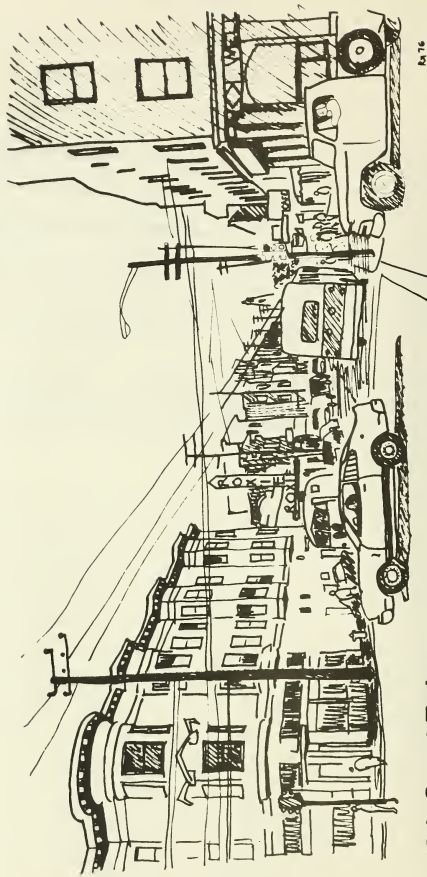
As we moved into the study proper, work-program scheduling, time-lines, informational hand-out sheets, and the like were worked up to reflect the dual character of the task, its "product," and our approach, viz:

*Phase I, Description: what's there, the setting, including such characteristics as population, crime rates, resident and commercial income levels, land use and buildings condition, interest groups and other organizations, economic activity, etc.

*Phase II: Analysis: possibilities for upgrading, matching needs and priorities to resources available or potential. While analyses are based on verifiable data, their form and conclusions have emerged in large part through a process of neighborhood dialogue, i.e., discussion, reflection, debate and resolution aimed at defining issues and needs.

*Phase III: This report: including recommendations for policy adoption, an "action agenda" for immediate neighborhood use, and a description of the known mechanisms and resources available.

II. CHARACTERISTICS OF THE STUDY AREA



16th Street Today

THE SETTING

The 16th Street area is the northernmost commercial/residential neighborhood of the Mission. Its east-west length marks it as distinct from the North East Industrial Zone (NEIZ) to the east and from the Eureka Valley/Castro/Upper Market shopping and residential neighborhood confluences to the west (areas not "of the Mission," neither sentimentally, geographically, ethnically nor economically).

The 16th Street strip is at once a marker of egress from and access to the Inner Mission and a kind of buffer to forces and influences impinging from outside the Mission; it is the oldest non-Native American settlement in the Bay Area, with a heritage, continuity, identification and flavor uniquely its own. Since the end of WW II, however, as with so many inner-city areas, 16th Street has fallen on hard times; if it is not already too late, immediate and concerted remedy is called for if the area--and possibly the remainder of the Mission--is to be salvaged from the pernicious effects of single-minded, unrestrained development, or, alternatively, from further decline.

General attributes of setting include: that the residential/commercial area encompasses an area of some 9 square blocks of mixed use, lying roughly within the southernmost one-half of Census Tracts 201 and 202; its core--16th Street, sprinkled with ground-floor residences--is the most heavily traveled east-west thoroughfare in the Mission, providing access to the industrial areas and the Bay to the east and to Castro, Market and Twin Peaks neighborhoods, and beyond, to the west. Its principal neighborhood group--Operation Upgrade--is probably among the most active of the Mission's block clubs, certainly among its most determined. Its crime, arson, and fire incidences rank it, tragically,

as an area of extreme high-priority safety and social need, absolutely and in comparison with other areas throughout the City, as do similar social indices such as income levels and habitation conditions, and a floating population of drunks, dopers and dealers, pornie purveyors and chasers and hookers, penniless drifters, misfits, and unfortunates down on their luck. It is also an area of children, adults and oldsters of every imaginable ethnic and ideological stripe and persuasion, of workers and professionals, of shopkeepers and craftworkers. It is alive, muscular, and rich with human diversity and tenacity; it is, too, sadly, the site of recent murderous fires where innocents perish in dingy, lonely rooms for lack of simple safety precautions, for lack of bureaucratic response to known hazards, for lack of ownership concern, for lack of official concern, for lack of organized political clout, for lack of resources to get at any of these. Where Mission Dolores sits at its perimeter, empty lots and burned out building shells sit at its center. It is an area totally bereft of public parks or recreation facilities suitable for whole family use within walking distance, yet it contains the up-for-grabs National Guard Armory, several vacant lots, and the BART station plazas, where nothing much happens apart from littering, loitering, fighting, and seemingly endless parades of liquor-store-and-back drinking parties.

It is an area where banking, labor, real estate, and other commercial interests turn profits yet refuse--if only by default--to do their fair share of what it might take to improve the environment where they make their bread. It is an area, too, whose pivotal transit, buffer, contiguity, commercial and developmental-potential roles and aspects are recognized by interests whose

intent and motivations do not always take into account the needs of residents. While the days of massive slum clearance are over--or perhaps, have been transformed into other guises--the effect and net result of untrammelled and unplanned development apart from the concern and aspirations of the area's residents and workers can lead to their manipulation and displacement. It is to understand those forces, along with conditions as they are, that the balance of this report is directed.

NEIGHBORHOOD CHARACTERISTICS

Historical Background

The 16th Street area, like the Mission District of which it is part, is rich in history. Originally the site of a "Costanoan" Native American village, Juan Bautista de Anza in 1775 founded the Bay Area's first white settlement by marking the original location of the chapel known as Mission Dolores. This was along the NW shore of a long-since disappeared lake, "Laguna de Nuestra Señora de los Dolores," which at the time extended over the area approximating that now bounded by 15th to 19th, and South Van Ness to Guerrero Streets. The original mission (i.e., chapel) had been located at what is now the corner of Camp and Albion Streets. The present Mission site--in the area of 16th and Dolores Streets--was established in 1783, and although it was officially named after San Francisco de Asis (Saint Francis of Assisi), it is still commonly known as Mission Dolores.

Following Mexico's independence from Spain in 1821 and the subsequent secularization of mission property 12 years later, the city of San Francisco and much of California experienced an Anglo-American in-migration so that by 1848, when the "Manifest Destiny"-inspired Mexican-American war was concluded and California taken as spoils of war by the U.S., gold, silver, shipping, and commerce opportunities had resulted in a dramatic increase in the city's resident Anglo-American population, especially in the period 1848-50, with the opening of the gold fields. The Mission District, including 16th Street, then as now suggested attractive speculation-investment potential, and as a consequence, was formally annexed by the municipality of San Francisco. It was at

that point that its growth and direction came under the influence and domination of "downtown" interests.

Present Day Character

In the ensuing period and through the end of World War II, 16th Street developed the essential physical character and outlines of what we see today, although a variety of forces in the so-called post-war period have contributed to its present state of blight and decline. In a general way, these forces may be linked to the complex of problems associated with greatly expanded automobile use, and its effect on and relationship to highways and public transit development, population mobility (away from the city in the case of more affluent residents, and their replacement by immigrants--"native" and foreign-born--many of less prosperous derivation or socio-economic class), and the priorities of policy-making and development interests--in San Francisco, frequently the same persons. (See Wirt, 1974).

Whatever the case, the vicissitudes of time have not altered the basic character of the neighborhood, i.e., what was once a more or less self-contained neighborhood of a fundamentally working-class cast remains so today. It is an area of mixed land use, dominated by a strip or core of retail-commercial activity surrounded vertically and horizontally by residences, including flats, apartment houses, cheap hotels, and some single-unit private homes; the preponderance of building ownership is of the "absentee" type.

Where transit and business activities merge, the street is generally dirty and littered, with some vacant lots and often poorly maintained store and building fronts; in the case of many of the shops and stores fronting along 16th Street, window displays are dated, dingy, uninspired and unappetizing.

Off the strip, into the alleys and side streets, one encounters garbage, litter, and the occasional abandoned car, true, but there are a surprising number of structurally sound and interesting-looking buildings and homes, well-kept-up, or at worst, in need of minor improvements such as paint, landscaping, etc. This judgment is exclusive, of course, of the conditions obtaining in the large number of transient hotels that dot the area. (Refer to pp16, et seq., for a graphic representation of the physical character of the area and its use, and an appraisal of its overall condition.)

SOCIAL CHARACTERISTICS

In describing the social characteristics of the study area, our primary source of quantitative data was the 1970 census materials. While those data are relatively reliable, still, they are now six to seven years old. Furthermore, 1970 census survey findings have been called into question locally and elsewhere in the nation in that some observers feel that ethnic minorities and other low-income neighborhood census tracts appear to have been undercounted for reasons relating to census takers' preparation, techniques, and bias.

Census data presented also a methodological problem, since the study area lies within roughly the southern halves of two Census Tracts (CT), 201 and 202. In order to extrapolate data from the CT's to the study area we applied the following strategem: CT data and maps were reviewed, then contrasted with observations obtained by several walks through the two CT areas in order to note residential patterns and subjectively arrive at notions as to where the preponderance of residences of all types actually stand (Note map of the study area and its relation to the CT's). Since the physical extent of the study area and the bulk of the residential patterns throughout the aggregate of the two CT's seem to stand in a relationship of one to one, i.e., are roughly equivalent, the data from CT 201 and 202, when combined, then halved, will yield averages that while not precise are adequate for descriptive and comparative purposes; where skewed, the data are probably not so to the side of exaggeration, but instead are likely to be conservative, minimal. In the following summary passages, then, data are essentially estimates; figures and percentages are rounded off for convenience and unless explicitly stated, represent averages of the two CT's combined.

Population: Total population of the two CT's combined is given as 9,556.

For our purposes, then, we assume a study area population of 4,770+. Of this number, about 76% is "white," including Spanish-surnamed ("Latino," about 40% in round numbers), 7% Black, 12% Asian or Oriental, and 5% "other" (including a substantial number of Native Americans). These figures, if one makes allowances for changes since the 1970 census, approximate the population characteristics of the Inner Mission.

Age: While the bulk of the population, about 50%, falls within the adult "wage-earner" age range, a substantial number of elderly is resident within the area: 14% are over 65 years (approximately 27% over 50). On the other end of the age scale, about 25% is of school age (i.e., 16 years or younger). These figures take on significance when viewed in the context of a virtual absence of open space, greenery and family-oriented recreation on the one hand, and poverty level indices, unemployment rates, the street-crime/arson/pornography constellation, and a gradual diminution of low-cost family-type housing.

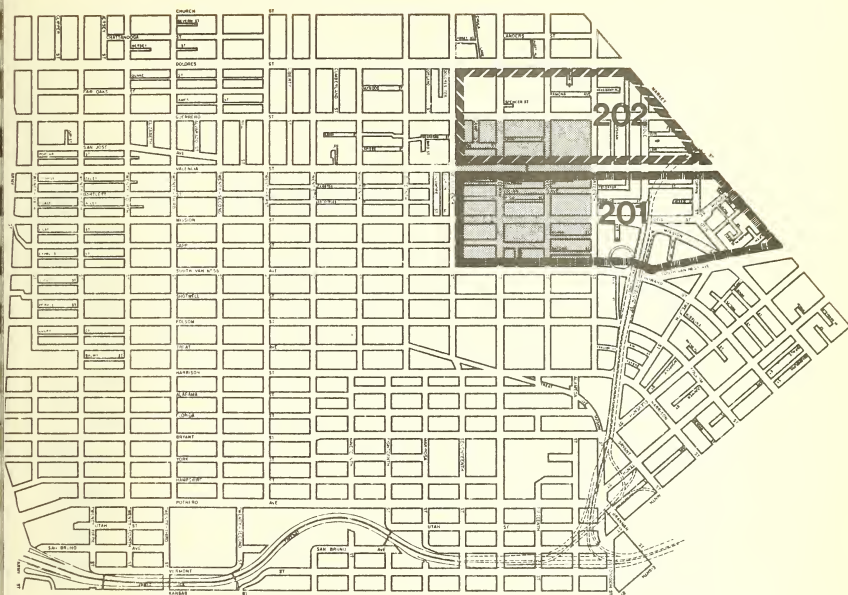
Income, Public Assistance, and Employment: Of the area's estimated 1000 families, i.e., households including two or more related persons, some 22% have incomes below Federal poverty levels, slightly more than the IM average of 20% and more than double the city-wide average of 9.9%. Similarly, when family income level averages are combined with that of unrelated individuals (of whom about 27% have incomes at or below poverty levels), the aggregate 25% of the area's population with incomes at or below poverty levels contrasts unfavorably with in IM's 22%, and is well above the city-wide average of 14%. Public assistance and unemployment figures provide additional evidence that the study area is one of substantial poverty. Work-force data for the area are diffuse and out of date but we do know, for example, that the seasonally adjusted rate of unemployment for the Bay Area (SMSA) in November, 1976, was 11% and for San

Francisco, 11.7%. In the study area the November, 1976, rate of unemployment stood at 19.9% or almost double the city's rate.

The data from social services also support other evidences of the area's material impoverishment. Whereas all social services case loads of categorical aid, medical aid and food stamp recipients totals about 18,000, or roughly 3% of the city's 650,000 population, in the 16th Street study area the rate is about 24%--that is, the neighborhood's welfare rate index is eight times greater than that of the whole city.

Buildings and Housing: These data provide another index of the downward spiral of the neighborhood environment. Important characteristics that stand out include: about 82% of the area's structures were built before 1939, 92% prior to 1950; renters live in 88% of the housing stock and only 5% of the resident population own or are buying their homes (compared with about 15% in the Mission, and 31% throughout the city); there are 19 hotels in the study area providing about 900 living units--these are invariably low-rent, transient-type units and practically all present some kind of health, safety or environmental hazard--over the years their clientele has changed in keeping with the changing character of the city's population and work-force, as well as the shifting loci of what were once known as Skid Rows--at one time these hotels were basically "working men's" places, and served a utilitarian function in that regard; one wonders now what truly useful function they serve, apart from easing housing pressures elsewhere, and relieving policy and decision makers of the burden of fitting priorities to conditions extant, apart from the competing claims of influential interests. It is too easy to say only that these hotels serve the purpose of enriching their owners; 60% of the structures are estimated to have

some sort of deficiency--fire/safety, health, structural, etc.--by city code standards, which are not necessarily the same as liveability or decency standards. And finally, of the area's approximately 1000 families, about half would be eligible for participation in subsidized housing programs, were these available, and fully 1/3 pay more than 25% of their income toward rent--remember, too, that as you approach the nether end of the income scale percentage expressions of dollar value are virtually meaningless in terms of absolute buying power.



RELATIONSHIP OF STUDY AREA TO CENSUS TRACTS

Sixteenth Street: A Neighborhood Study



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SIXTEENTH STREET STUDY AREA

Census Fact Sheet

(The figures contained herein combine and halve 1970 data from Census Tracts 201 and 202 in the manner described on page ; they are, therefore, estimates. Figures are rounded to nearest percent.)

STUDY AREA POPULATION: 4770+

<u>Ethnicity (%)</u>	<u>16th Street</u>	<u>Mission District</u>	<u>San Francisco</u>
White	40%	37%	57%
Latino	36%	45%	14%
Black	7%	5%	13%
Oriental	12%	9%	14%
Other	5%	4%	2%

FAMILY INCOME

(4-person household unit) (1,000 families) (11,400 families) (165,300 families)

\$4,000 or less	31%	24%	14.23%
\$4,000 - \$5,999	15%	14%	9.45%
\$6,000 - \$7,999	17%	16%	11.59%
\$8,000 - \$9,999	10%	14%	11.83%
\$10,000-\$14,999	18%	21%	25.75%
\$15,000 & up	9%	11%	27.16%

HOUSING STOCK:

Total No. Units	2,455	21,000	310,383
% Vacant	7.25%	4.6%	3%
Owner Occupied Units (% of total)	133 5.2%	2,947 14%	96,358 31%
Renter Occupied Units (% of total)	2,154 87.5%	17,079 81%	214,474 69%

Age of Structures (Study Area):

Pre-1939 = 82%	1960-64 = 2%
1940-49 = 10%	1965-70 = 2.5%
1950-59 = 3.5%	

Change in Housing Stock:

1960-70 - Gain $2\frac{1}{2}\%$ (40 units)

During the period 1970-1975 there was relatively little change in the total number of housing units in the study area except for the construction of the 124-unit Vincentian Villa at the corner of 14th and Mission Streets, which provides housing for the elderly; fires at the Sincere, Gartland and Oregon Hotels since 1975 have resulted in a loss of 175 units. The area's 19 hotels provide about 900 units excluding the 175 units lost to fire; all of the hotels were built prior to 1939, and all are owned by persons who live elsewhere.

INDICATORS OF HOUSING NEED (Study Area only)

	<u>Percentage of Total Family Units</u>
Crowded units	11%
Units lacking plumbing	24%
Number of families eligible for subsidized housing	50%
Households with income at or <u>below</u> \$10,000, paying 25% or more for rent	50%

PHYSICAL CHARACTERISTICS

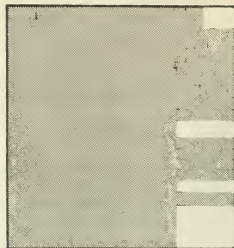
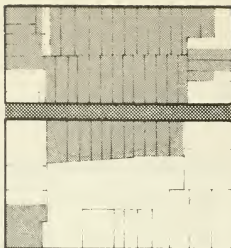
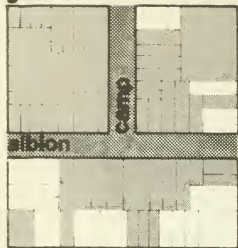
Introduction

The maps and their explanatory keys that make up the bulk of the section that follows show the salient physical features of the area, and in some cases note changes or improvements suggested by neighborhood residents. Essential physical details of the area, where they are not represented graphically, are alluded to in the narrative ('Setting', p.3 , and 'Neighborhood Characteristics,' p.6).

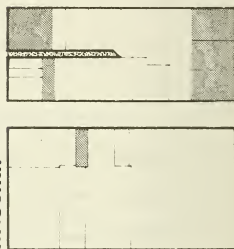
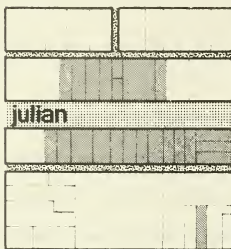
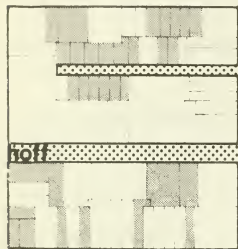
While the 16th Street commercial strip from South Van Ness Avenue west to Guerrero Street dominates the area, it is bisected by two other major commercial arteries, Mission and Valencia Streets. Since, however, a commercial study of Mission Street is currently underway and a similar study is contemplated for Valencia Street, these streets, while integral parts of the complex of relationships that contribute to the 'nature' of the area, have not been included as objects of this study.

The fundamental character of the commercial core rests in its street-level frontage which numbers along its three-block extent some 70 establishments. These are more or less of a 'type' in the sense of being oriented generally toward pedestrian small item shoppers, and over the years this kind of use has imparted to the street its neighborhood shopping-district character. Details of the elements that help shape the character of the study area, in both its commercial and residential aspects, are included in the graphic materials that follow.

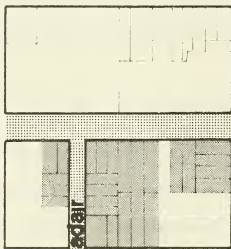
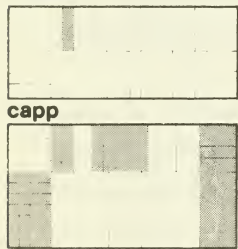
guerrero



valencia



mission



capp



RESIDENTIAL AREAS & STREETS

0 100 300



Sixteenth Street: A Neighborhood Study

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COUNCIL

RESIDENTIAL CLUSTERS AND STREETS

This map shows the residential clusters of the neighborhood; "toned" lots indicate residential use, common in the study area off its commercial core (16th Street) and away from intersecting commercial arteries (Mission and Valencia Streets).

The map also ranks the streets in terms of environmental quality; streets not ranked are considered to be non-residential. The ranking is subjective, but we believe it has validity. Streets were ranked instead of buildings since the condition of buildings could be determined only by entering each one, which we were unable to do. By ranking streets we are assessing their visual aspects; we assume that social indicators generally follow visual indicators as indices of "quality."

KEY



Lots containing residential buildings.



Streets of high neighborhood quality. These streets are relatively clean; they are likely to have street trees; the buildings appear well maintained and are often owner-occupied; there are practically no vacant lots or dilapidated buildings.



Streets of fair neighborhood quality. These streets are well maintained but lack some of the amenities of the above group. The buildings are well maintained but are likely to be higher density than the above group. Street trees are absent, and mixed use is present on the blocks.

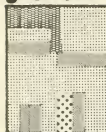


Streets of poor neighborhood quality. These streets lack tree, are littered, and contain a high incidence of mixed use, vacant lots. Cars are likely to be parked on the sidewalk. Many buildings appear to be dilapidated.

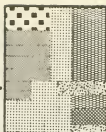


Alleys. These are narrow-non-residential rear access streets. Caledonia, Sparrow, and Wiese.

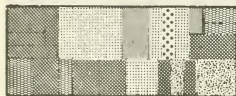
guerrero



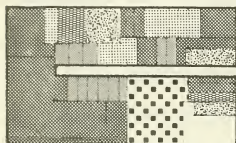
camp



albion



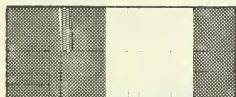
valencia



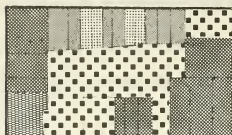
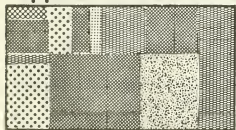
hoff



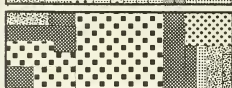
mission



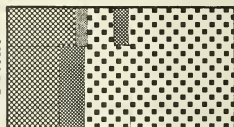
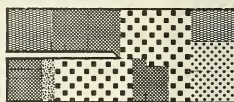
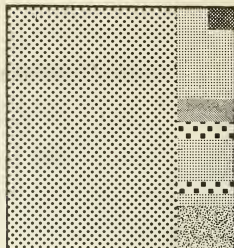
capp



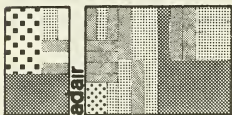
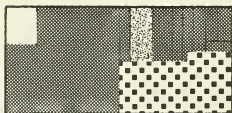
julian



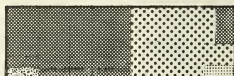
sixteenth



fifteenth



adair



minna



naroma

EXISTING LAND USE

0 100 300



Sixteenth Street: A Neighborhood Study

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EXISTING LAND USE

This map shows how the land in the study area is used today by classifying it into various categories. Each is explained below.

KEY



Commercial



Commercial/Residential (commercial on ground floor; residential above)



Residential (one to two units per lot)



Residential (three to six units per lot)



Residential (six units and above per lot)



Hotels



Institutional (union halls, Armory, schools, churches, and community service agencies.)



Open Space



Industrial



Vacant land or building shell (not rentable)

guerrero

camp

albion

40 X

50 X

valencia

julian

hoff

80B

O

sixteenth

105E

80B

fifteenth

65 B

mission

O

50 X

capp

mina

natoma

edair

HEIGHT AND BULK DISTRICTS

0 100 300



Sixteenth Street: A Neighborhood Study

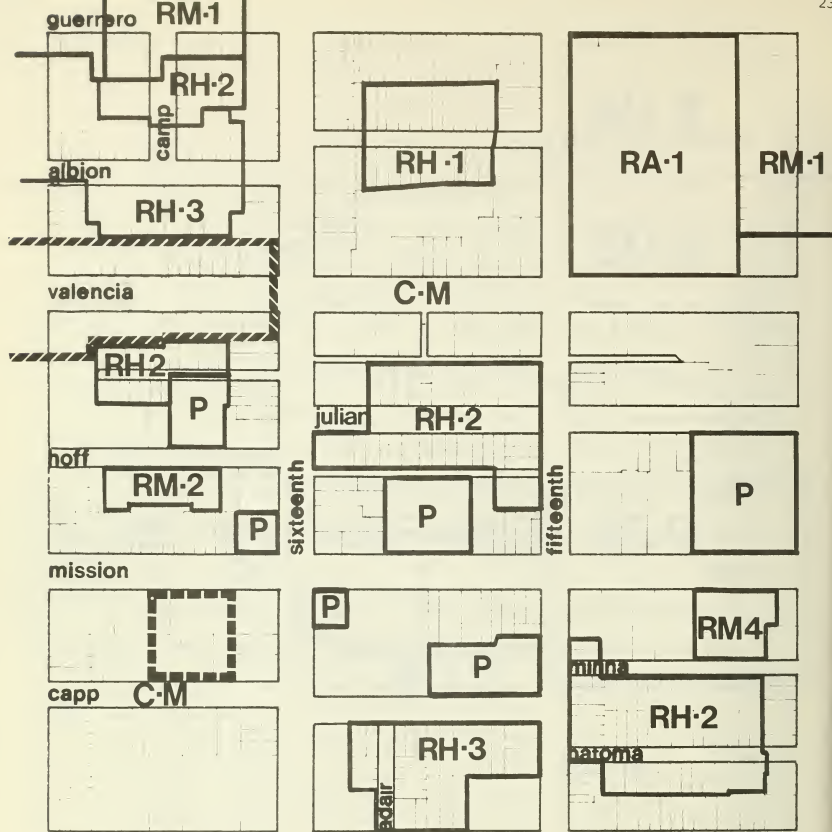
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COUNCIL

HEIGHT AND BULK DISTRICTS

This map shows the height and bulk limits established by Article 2.5, Chapter II, of the City Planning Code. A full explanation of how the limits are applied will be found therein. Simply stated, the numbers on the plan refer to the height limits in feet. 0 signifies open space, not to be built on.

The Letters B, E, And X refer to Bulk Limits. B, for example, means that if the building is higher than 50 feet, the maximum length of the building above the 50 foot height can be 110 feet, and the maximum diagonal dimension can be 125 feet. For a full explanation of how the height and bulk limits are applied, one should make reference to the City Planning Code.

One notices that the height limits increase near the BART stations along Mission Street to approximately 10 stories - 105 feet. This reflects the additional land value and transit access that the BART station provides.



ZONING: INTERIM AND PROPOSED

0 100 300



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ZONING: INTERIM AND PROPOSED

This map represents zoning proposed by the Department of City Planning but not yet passed by the Board of Supervisors. It is currently in use, however, by City Planning. This proposed zoning acknowledges the presence of residential pockets in the study area and tends to protect them by residential house district designations. Note, however, that Mission Planning Council feels that any density greater than RM-2 would be inappropriate since the neighborhood is already excessively dense while public maintenance and services are inadequate and insufficient.

Key

House Character Districts

RH-1	one dwelling per lot
RH-2	two dwellings per lot
RH-3	three dwellings per lot

Mixed Character Districts

RM-1	one dwelling per 800 square feet of lot area
RM-2	one dwelling per 600 square feet of lot area
RM-4	one dwelling per 200 square feet of lot area

Apartment Character Districts

RA-1	one dwelling per 800 square feet of lot area
C-M	HEAVY COMMERCIAL
P	PUBLIC USE (schools, the armory, city parking lot, BART stations)

Key to Proposals of Operation Upgrade/Mission Planning Council

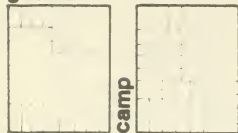


Change to an R/C zoning, perhaps R/C 1, which would be one unit per 800 sq. ft. of site area, with commercial on the ground floor.

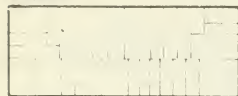


Change to an R/C zoning to encourage retention of housing units above the commercial space.

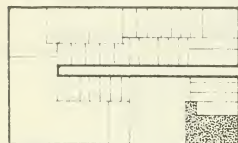
guerrero



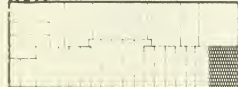
albion



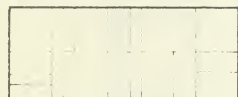
valencia



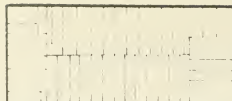
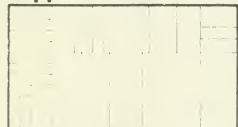
hoff



mission



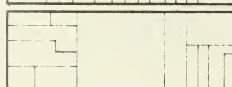
capp



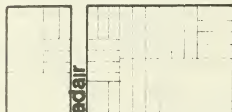
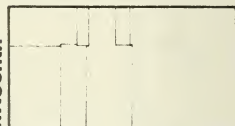
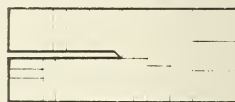
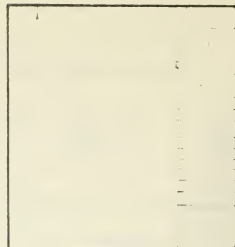
julian



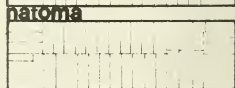
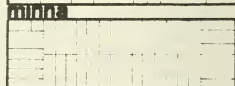
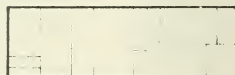
sixteenth



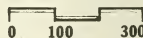
fifteenth



adair



OPEN SPACE



Sixteenth Street: A Neighborhood Study

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OPEN SPACE

The map clearly shows a lack of public open space. The only existing open space is the BART stations. There are no green parks or children's playgrounds.

Key

BART stations



Proposal for acquisition of lot for future park/playground

guerrero

camp

albion

valencia

hoff

mission

capp

julian

sixteenth

fifteenth

26

9.11.12.14

22
53

minna

natoma

41

adair

PUBLIC TRANSPORT

0 100 300



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TRAFFIC AND TRANSPORTATION

The district suffers from many of the same traffic problems as does the rest of the Mission District. North-South streets are heavily used for through traffic by commuters to downtown. This is especially true of Guerrero and South Van Ness. Valencia and Mission are not as popular with commuters, but are equally congested by bus and truck traffic. 16th, 15th, and 14th Streets are important east-west through routes.

The study area is blessed with outstanding public transportation connections. Muni has four routes on Mission Street, one of which is the second most heavily traveled line in the city (#14). In addition to Muni, the area has BART under Mission Street and jitney service on Mission. Greyhound runs buses to San Mateo and Half Moon Bay down South Van Ness; there is a stop at 16th and South Van Ness.

Because public transportation opportunities are so outstanding, auto use should be discouraged in future transportation planning for the area. However, we have been advised that "Protected Residential Area" type changes such as corner bulbs or islands would be ill received in the study area.

PUBLIC TRANSPORTATION

Key



Muni Bus Routes (with route numbers indicated)



Jitney Service

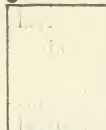


BART route (Station at 16th Street)

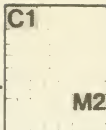


Greyhound Service (San Mateo and Half Moon Bay routes)

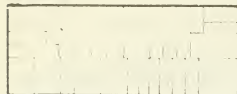
guerrero



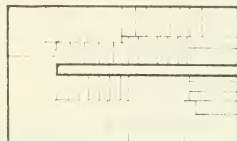
camp



albion



valencia

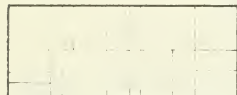


hoff

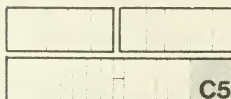
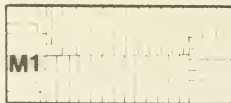
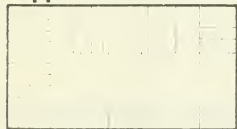
C4



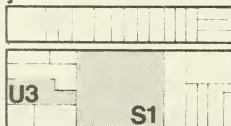
mission



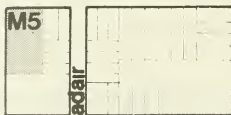
capp



julian

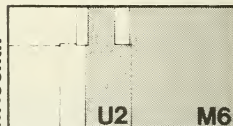
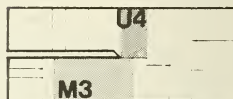
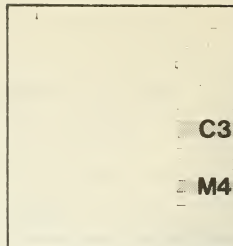


sixteenth



M5

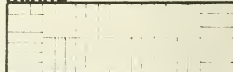
cedar



fifteenth

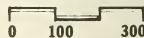


minna



natoma

COMMUNITY SERVICES



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COMMUNITY SERVICES

The institutions listed below provide services to the community. The letters and munbers are keyed to the map.

KEY

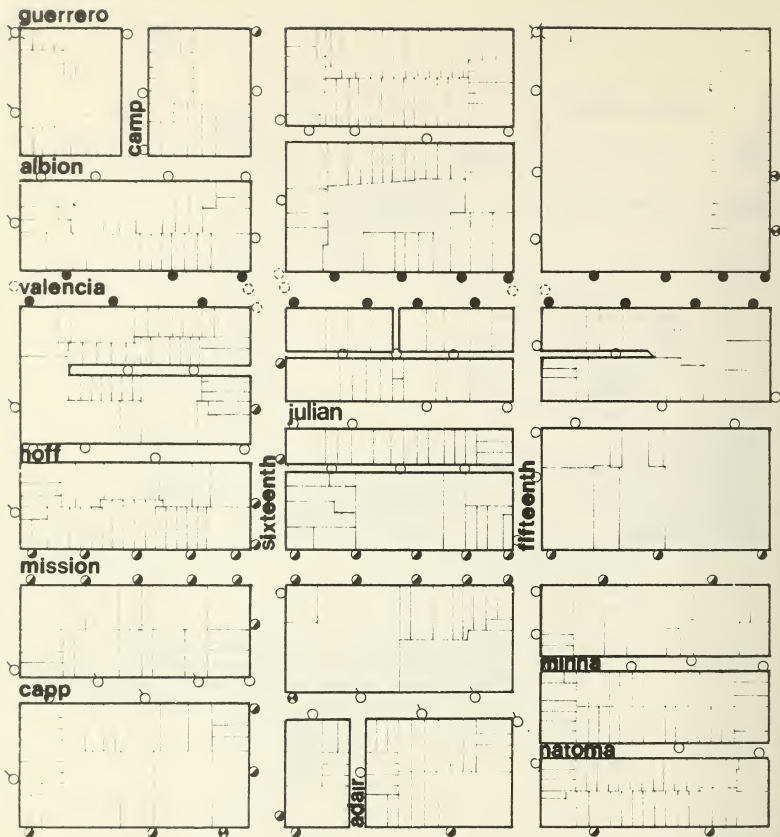
- C-1 El Buen Pastor Church
- C-2 Buddhist Association
- C-3 Evangelic Church
- C-4 St. Andrews Church
- C-5 St. John's Episcopal Church

- S-1 Monroe School
- S-2 Marshall School

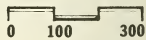
- U-1 Operating Engineers Union
- U-2 Electrical Engineers Union
- U-3 Butcher's Union/Teamsters Local #85/AFL-CIO Labor Council
- U-4 Stationary Engineers Union

- M-1 La Raza Sildscreen Center
- M-2 Tenant's Action Group
- M-3 Native American Health Center
- M-4 Art Center

- M-5 Redstone Building: Tenants
 1. State of California, Employment Development Department
 2. Mission Mental Health Center, Day Treatment Center
 3. San Francisco Community College District (Adult Learning Center)
 4. Catholic Social Services of San Francisco (San Francisco Home Health Service)
 5. Obeca-Arriba Juntos
- M-6 Armory



STREET LIGHTING



Sixteenth Street: A Neighborhood Study

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COUNCIL**

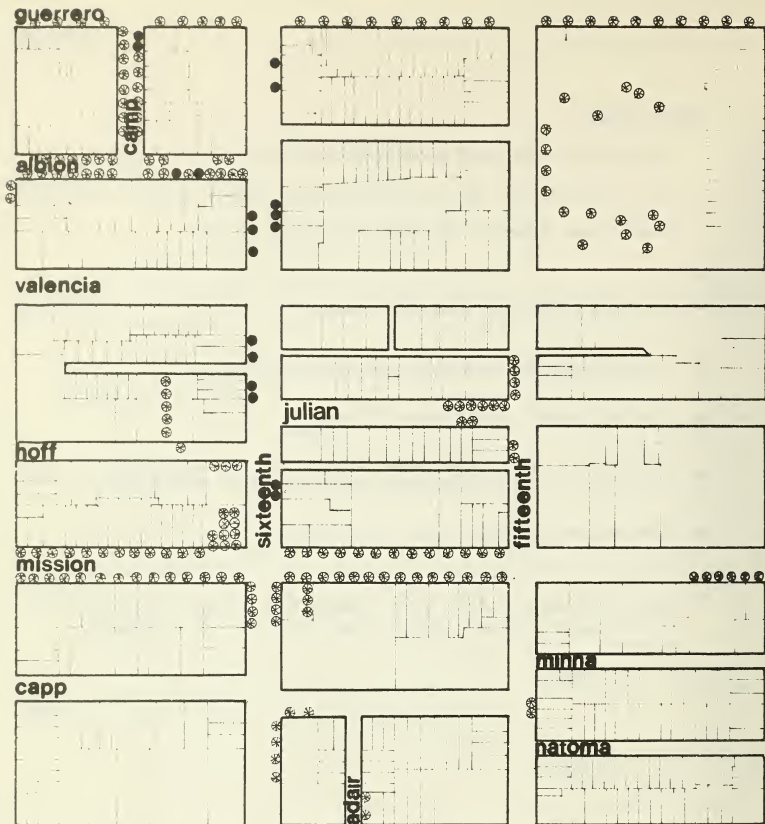
STREET LIGHTING

This map shows the location and type of all street lights in the area, plus the location of new lights to be installed on Valencia Street. We do not recommend any changes in the street lighting in the area.

Key

- 185 watt incandescent lamps (4000 lumens)
- ⊗ 300 watt incandescent series lamps (6000 lumens)
- 175 watt mercury vapor lamps (7000 lumens)
- New 250 watt mercury vapor lamps (10,000 lumens) to be installed to replace existing incandescent lamps of 295 watts (6000 lumens)
- 400 watt mercury vapor lamps (20,000 lumens)

Lumens is a measure of the light intensity of the lamp. The mercury vapor lamps produce more light for fewer watts than the incandescent lamps.



STREET TREES

0 100 300



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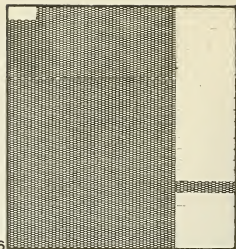
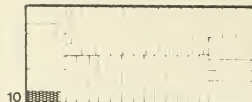
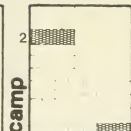
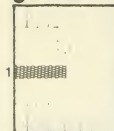
STREET TREES

This map shows the approximate location of all present street trees as well as any major trees which are easily visible from the street. The black dots show where trees are currently being planted under the Neighborhood Improvement Program.

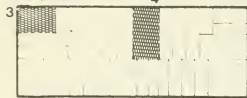
KEY

- ⊗ Existing street trees
- Street trees to be planted under the Neighborhood Improvement Program

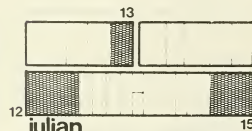
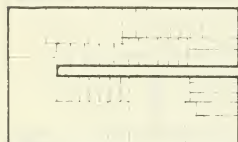
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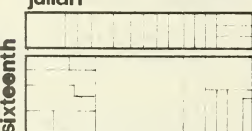
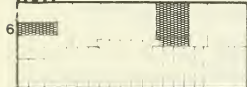
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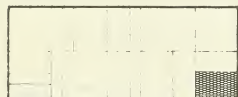
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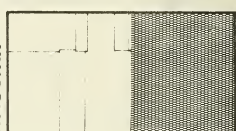
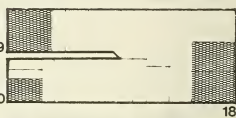
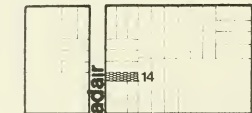
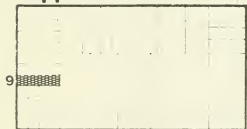
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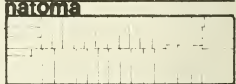
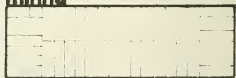
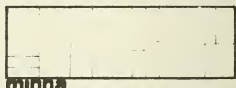
mission



capp



fifteenth



HISTORIC BUILDINGS

0 100 300



Sixteenth Street: A Neighborhood Study

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HISTORIC AND/OR ARCHITECTURALLY SIGNIFICANT BUILDINGS

This map represents the major buildings of historic or architectural significance in the study area. This information was generously provided by Mr. Floyd Engel of the Department of City Planning.

Each building is numbered and identified below.

1. 3466-68-70 17th Street - Good three flat building
2. 50-60 Camp Street - Good two flat building
3. 3434 17th Street - Duggan's Funeral Home. Ernest Coxhead, Architect.
4. 141 Albion Street - Unusual building, probably once a fire house, now converted to residential use.
5. 3141 16th Street - Three turn-of-the-century flats
6. 3326 17th Street - St. Andrew's Church
7. 25-35 Hoff Street - Good residential block
8. 2951 17th Street - New Follies. Well designed Mission Revival
9. 3214-16 17th Street - Richly decorated turn-of-the-century flats
10. 3152 16th Street - Beautiful wood firehouse
11. 3122 16th Street - Spanish Colonial Revival cluster of commercial space
12. 3060 16th Street - Bank of California, very good example of late Greek Revival Building
13. 451 Valencia Street - Hare Krishna Building
14. 20 Adair Street - Great example of Mission Revival flats in very good condition
15. 15th and Julian Streets - St. John the Evangelist Church, Ernest Coxhead, architect. Very good shingle church. Wonderful garden.
16. 15th and Valencia - Valencia Gardens. W.W. Wurster, architect.
17. 425 14th Street - San Francisco Art Center, interesting vernacular building
18. 361, 375 14th Street - a pair of apartment buildings
19. 391 Valencia Street - "Carmelita Apartments"
20. 1656 15th Street at Julian - Decorator's Showroom. Good brick building with unusual tapestry brick frieze
21. Mission at 14th Street - Armory Building. Historically interesting, once the site of Woodward's Gardens, a 19th Century pleasure garden which preceded Golden Gate Park.

"This list is a very selective view of the buildings in this area. All of them have some extraordinary architectural merit. There are many other buildings that are good and well worth preserving but do not stand out."

Floyd Engel.

SELECTED PROBLEMS

Street Scene

The visual quality of 16th Street conveys as effectively as do quantitative indices the deteriorating condition of the area. Most buildings fronting on 16th Street need sprucing up: cleaning, window washing, and paint. Dirty, discolored sidewalk surfaces, debris, garbage, empty cans and bottles, and litter generally, a dearth of trees and other greenery, unsightly wires, poles and other utilities-related apparatus--all of these contribute to an appearance of neglect and blight. Other visual elements include public drunks and prostitutes, people--mostly men--sleeping in doorways and on the sidewalk, panhandlers, and allegedly, drug traffickers and others engaged in questionable pursuits, e.g., clientele and activities attracted to the area because of its pornographic materials outlets, coed bath houses and the like.

One concern expressed by some residents is that the declining trend of the area is sustained and compounded by large-scale development occurring in other parts of the city, principally in the South-of-Market area. For example, it is believed that the demolition and clearance policies and actions of the Redevelopment Agency and its Yerba Buena Center project have resulted in population shifts from the South-of-Market to the 16th Street area, primarily because of its large number of low-rent transient hotels, proximity to social agencies, inexpensive eating and drinking places, and other aspects of street life that, if not "attractive" per se, serve as a draw to those who have nowhere else to go (and who are sometimes referred to the area by service agency personnel for lack of similar "attractions" elsewhere). Residents, home and business owners, and others see the area as having become a dumping ground for the loners and drifters and other persons whose social and personal problems

and choices led them previously to gather in areas such as 3rd, 4th, and 6th Streets south of Market, now razed, vanished. The fear is that the area bids well to becoming another Tenderloin, in the pejorative sense, unless the problems of the study area are vigorously addressed and remedied.

We have remarked elsewhere that in addition to the above, much of the dirt, neglect, and physical deterioration visible in the area may be attributed also to poor city services and bureaucratic and official indifference. Nonetheless, we ought not to forget that porperties are owned and profits therefrom realized by people, and owners--along 16th Street, primarily 'absentee'--share the culpability and in some cases, the legal responsibility for the area's decline. To the extent that these assertions are valid, it would seem that the city and the private sector owe an extraordinary debt of assistance to the area.

Public Safety and Security

The extremely high incidence of crime is both a concrete indicator of the area's decline while it also reflects its "image"--16th Street is a dangerous, unsavory neighborhood to some; to others it is a sort of free-fire zone in which one may prey on others and carry on in ways not acceptable elsewhere. While incidents of crime are at a somewhat lower level now than was reported prior to 1973, there is an increase in the period 1973 to 1975. We had no comparative data for crime outside the jurisdiction of the SFPD Mission District (i.e., citywide), nor did we look at figures for crime prior to 1971. However, a cursory reading of figures 4 and 5, which contrast similar mixed-use commercial/residential neighborhoods, provides some sense of the magnitude of the area's crime problem.

The neighborhoods selected for comparative purposes do not yield easily to comparison generalizations. They are dissimilar in a number of important ways, including size of area covered, demographic characteristics, shopper clientele served, workforce and employment indices, etc. But for now, for descriptive purposes, these are of little moment: the sheer number of reported crimes in the study area, i.e., the total number of all incidents for each reporting year covered, in almost every category listed, merely underscores the obvious--the area is unsavory, and unquestionably a peril to life and property, and holds the dubious distinction of providing the locus for the greatest share of the Mission's vice and criminal activity.

Similarly, fires and arson in the area, when plotted on a map, speak for themselves, but their importance as continuing threats to the safety and security of all persons in the area cannot be overemphasized. The following paragraphs from a UC-Berkeley students' report are worth reproducing since they accurately detail the situation obtaining with respect to fires and arson. They reflect also the kinds of anxiety and concern one might hear voiced almost daily from residents of the area (note, however, that even here the central issue is property destruction or loss; the loss of human lives--at least sixteen fire-caused fatalities in the period December, 1975, to December, 1976--is mentioned only in passing).

Another factor is beginning to gather significance in terms of its impact on the displacement of families and the destruction of the existing housing stock in the Inner Mission District. This factor is the extremely high rate of incidences of fire that has occurred within the last several years in the Mission, but particularly in the 16th and Mission Streets vicinity.

Within the boundaries of Guerrero Street, South Van Ness Avenue, 17th and 14th Streets, there have been a total of 133 fires during a two-year period (See Incidence of Fire 1974-75 Map), with 114 involving

residential structures. Of this total at least 10 of the residential structures have had a minimum of 2 incidences of fire each, another two of the structures with 4 and 5 incidences of fire, three residential structures with 6 incidences of fire each, and one with 10 incidences of fire. Furthermore, it is apparent that the overwhelming majority of all fires (with the exception of the Valencia Gardens Housing Project on 14th and Valencia Streets which had 38 fires) including residential and commercial buildings have occurred in the immediate blocks surrounding the 16th and Mission Streets BART station. Fourteen of the total 133 incidences of fire have been attributed to arson and 12 of these occurred within one block of the BART station and 6 of these 12 within the same half-block.

This evidence lends strong credibility to accusations by area residents that there may be a conspiracy on the part of speculative forces to force a turnover in land-use on valuable property by allowing residential structures to deteriorate to the point of becoming uninhabitable or fire safety hazards. This inevitably leads to either the voluntary departure of the premises by occupants or the destruction of the buildings and loss of life by fires (either as a result of code violations or hired arsonists).²

Clearly, the issues of public safety and security in the area ought to be of highest priority. One might as well repeat here, given the seriousness and magnitude of the crime and fire problem, that a recurring complaint of neighborhood residents is that it is cynical greed on the part of some building owners and indifference on the part of city agencies responsible for public safety and health that allow the situation to continue unabated.

Traffic, Parking, Public Transportation

These interrelated elements also contribute to the street scene: 16th Street is among the heaviest traveled east-west thoroughfares south of Market Street, and is indisputably the Mission's most used east-west artery. It consists of a single east-bound lane with parking meters extending the length of the study area; the west-bound lanes (two) are also metered and are zoned for tow-away after 4 P.M. during the normal work week. Noise,

² Cedillos, Ferguson, Franklin, Humphrey. Neighborhood Stability Plan: 16th & Mission. Unpublished UC Berkeley Students' Report. CP 202, Dec. 1976.

hazards, and curb parking activity that includes much double parking, all contribute to a street scene best characterized as perilous, disorderly and congested, as well as to transit delays.

Public transportation in and out of the area is plentiful--7 Muni lines intersect the study area, as well as BART and jitney service. This in itself, however, contributes to traffic delays and congestion: the 14 Mission trolley bus, for example, is the City's second most used route, averaging 36,000 daily riders, including 14-hour boarding volumes at the intersection of 16th and Mission of 7,622 passengers; BART's average daily exit count from the 16th Street station is about 2,100 persons.

In this connection, BART's presence at 16th and Mission Streets adds to a lack of residential and commercial parking in the study area and throughout the Mission generally (No BART parking is provided at either the 16th or 24th Street stations). There is only one public parking facility in the study area, on Hoff Street, with 72 metered spaces. Residents, what are assumed to be shoppers, others with business in the area, and probably some BART commuters as well, are forced to compete for street parking spaces in surrounding residential enclaves, and end up at times parking on sidewalks or driveways, adding to the unsightliness of the area and exacerbating hazards of movement and safety.

Business Activity

It is not possible to assess with any precision the state of commerce in the area: our data convey impressions, and this only where we contrast similar neighboring commercial/residential areas. While a merchants' survey

was conducted, returns were so sketchy that no meaningful judgments could be derived. Of approximately 60 questionnaires hand-delivered to street establishments, only 28 were returned, and of these, virtually none responded to questions relating to their particular business and financial activities (A summary of survey findings is included in the Appendix).

The economic health of the area is inextricably tied to all elements of the neighborhood--so, given the admittedly sketchy data that we have, and such impressions as seem reasonable, it is possible to characterize the area's business activity as marginal and tenuous at best. At the level of the individual retailer or storekeeper this may be personally unfortunate; at the neighborhood level, this characterization has important implications in that the quality of residential life in the area, and in surrounding areas, is affected by and tied to the viability of the neighborhood's commerce and the clientele it can attract.

Figure 1 (See P.45), while limited in what it tells us, has value in that we can compare and contrast gross commercial indices of the area with other comparable commercial/residential areas. Again, note that the areas are only roughly comparable--they have as many differences as they have similarities. In the present context, that is, in terms of business activity, what is clear is that our area is the most anemic of the areas compared--Castro and Upper 24th Streets particularly are drawing patronage (dollars) well beyond the levels of Lower 24th Street and, especially, 16th Street, even when differences between the areas are taken into account.

We can see, for example, that although 16th Street has the fewest

number of payroll expense accounts, payroll expense and payroll expense tax figures are the highest among the four comparison areas; this may be due to the presence of a large number of corporate-institutional interests and service agencies resident along the street. On the other hand, gross receipts, and particularly, average gross receipts, are the lowest among the four areas. While 16th Street has the fewest number of accounts, gross and average receipts in terms of dollar values are also well below those of the other areas. These areas, it should not be forgotten, are in competition for those shopper dollars. Castro Street, for example, is the nearest approximation to 16th Street in terms of number of accounts and physical extent of its commercial core, yet its gross and average gross receipts are more than double those of the study area. This translates not only into higher profits for the individual entrepreneur, but into wealth for the Castro Street community that helps to stabilize the population, improve the physical environment, and enhance the overall quality of the life of its residents.

Our data, while scant, lead us to assert what is generally assumed anyway, which is that business activity along 16th Street is probably operating well below its potential; secondly, that even those who work along the street in non-retail capacities are taking and spending their money elsewhere, compounding its impoverishment; and finally, that blight, deterioration, and the unsavory character of the street contribute in a direct, causal way to its business stagnation.

As business activity deteriorates, so does the remainder of the neighborhood, in a downward spiral of interacting and interdependent relation-

CLIENTELE

- 22.) Immediate walk-in trade
- 23.) Mainly limited to planning area
- 24.) Citywide
- 25.) Regional and tourist

MIX OF GOODS AND SERVICES AVAILABLE

- 26.) Convenience goods
- 27.) Some comparison goods
- 28.) Full range of comparison items
- 29.) Professional offices
- 30.) Specialty district
- 31.) Drive-in uses

WIDTH OF STREET

- 32.) One traffic lane
- 33.) Two traffic lanes
- 34.) More than two traffic lanes

VOLUME OF TRAFFIC

- 35.) High volume of traffic not related to shopping trips

NOISE

- 36.) High noise level from traffic or other sources

BUS SERVICE

- 37.) One bus line
- 38.) More than one bus line
- 39.) Streetcar (Muni Metro)

ORIENTATION

- 40.) Automobile oriented shopping
- 41.) Pedestrian oriented shopping

	Castro Street	Twenty-fourth Street (1)	Sixteenth Street	Twenty-fourth Street (2)
22.) Immediate walk-in trade	X	X	X	X
23.) Mainly limited to planning area	X	X	X	X
24.) Citywide	X			
25.) Regional and tourist				
MIX OF GOODS AND SERVICES AVAILABLE				
26.) Convenience goods	X	X	X	X
27.) Some comparison goods	X	X	X	X
28.) Full range of comparison items				
29.) Professional offices	X	X	X	X
30.) Specialty district	X			X
31.) Drive-in uses				
WIDTH OF STREET				
32.) One traffic lane				
33.) Two traffic lanes		X		X
34.) More than two traffic lanes	X		X	
VOLUME OF TRAFFIC				
35.) High volume of traffic not related to shopping trips	X	X	X	
NOISE				
36.) High noise level from traffic or other sources			X	
BUS SERVICE				
37.) One bus line				
38.) More than one bus line	X	X	X	X
39.) Streetcar (Muni Metro)	X			
ORIENTATION				
40.) Automobile oriented shopping	X		X	
41.) Pedestrian oriented shopping	X	X	X	X

TOTAL REPORTED CRIME INCIDENTS FOR A FIVE YEAR PERIOD IN THE MISSION

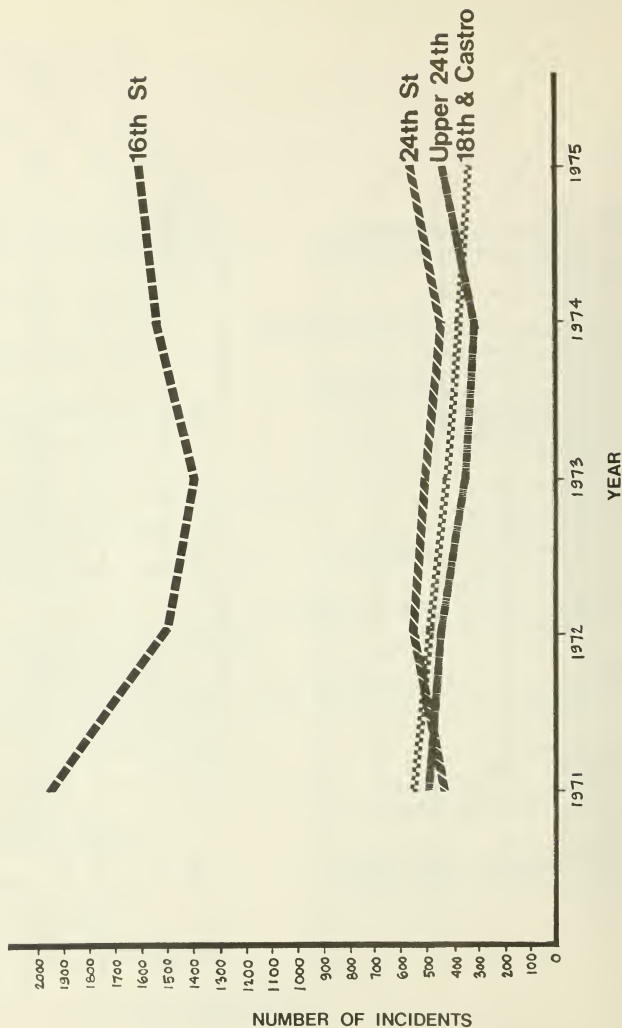


Figure 3

SELECTED COMMERCIAL/RESIDENTIAL AREAS* CRIME COMPARISONS

Incidents for which a police report was made by district & crime, Jan-Dec.

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	
16th	1615	17	9	51	41	90	90	159	67	53	111	15	145	553	1975
24th	494	1		17	7	24	32	43	48	12	47	3	56	201	
Up. 24th	307	1	1	9	4	6	14	55	15	22	40	3	29	98	
Castro	370	1	1	12	15	11	30	48	24	26	46	4	44	99	
16th	1572	2	4	38	45	87	94	103	57	40	132	8	197	778	1974
24th	439	1	1	12	10	20	21	24	20	3	44	8	58	218	
Up. 24th	382		2	3	5	7	17	41	17	16	41	2	35	130	
Castro	376	1	3	8	9	18	21	42	7	23	51	3	59	132	
16th	1476	7	12	42	31	63	95	145	102	55	159	8	201	555	1973
24th	470		2	19	11	19	43	51	29	12	54	11	59	160	
Up. 24th	350			3	11	10	10	60	20	16	50	3	48	114	
Castro	425		1	12	20	6	31	59	60	23	19	52	7	57	
16th	1560	4	10	42	36	76	83	142	105	45	205	19	181	612	1972
24th	539	1	7	18	16	20	35	55	33	20	69	8	62	195	
Up. 24th	431	2	1	6	4	5	21	71	21	18	47	2	81	152	
Castro	446		1	7	12	17	25	74	9	17	63	3	68	150	
16th	1970	5	15	69	35	77	107	211	101	59	244	39	352	555	1971
24th	444	2		11	22	24	28	45	15	10	55	3	58	171	
Up. 24th	518		1	5	18	9	35	102	14	14	72	3	75	170	
Castro	483		2	13	13	4	21	57	16	21	97	4	76	159	

Key: 1=Total # of crimes

2=Homicide

3=Non Statutory Rape

4=Strong Arm Robbery

5=Other Robberies

6=Aggravated Assault

7=Non Aggravated Assault

8=Resident Burglary

9=Other Burglary

10=Theft over 200

11=Auto Theft

12=Purse Snatching

13=Other Thefts

14=Other Reports

16th Street (South Van Ness W. to Guerrero)= SFPD plots 16, 17

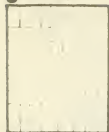
24th Street (Potrero W. to Valencia Sts.)= SFPD plots 03, 04

U. 24th Street (Dolores W. to Grandview)= SFPD plots 31, 32, 35

18th/Castro Streets (17th/Market south to 19th St.)= SFPD plots 34, 40

Note: The 17 homicides reported for 16th Street (1975) may include the 13 deaths connected with the arson-caused Gartland fire of 12/12/75; we have not, however, confirmed this as of this writing.

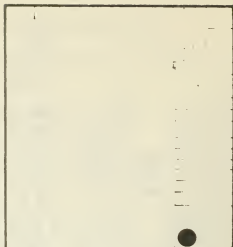
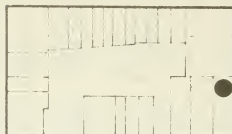
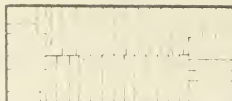
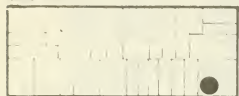
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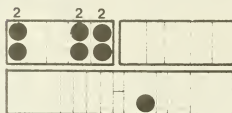
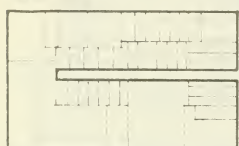
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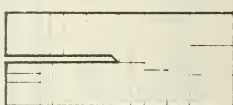
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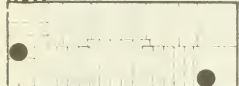
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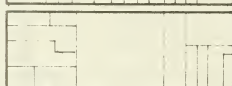
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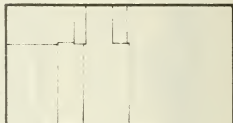
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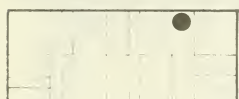
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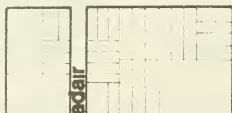
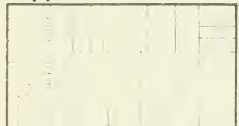
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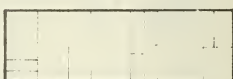
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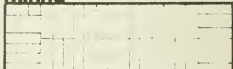
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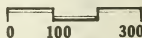


minna



naroma

INCIDENCE OF ARSON 1974-76



Sixteenth Street: A Neighborhood Study

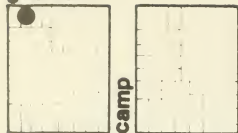
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COUNCIL

INCIDENCE OF ARSON (Oct. 1, 1974 - Oct. 1, 1976)

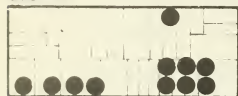
Each dot represents one occurrence of arson, according to the San Francisco Fire Department, Bureau of Fire Investigation. It should be emphasized that these incidents do not represent suspicion of arson, but rather proof of arson according to criteria of the Bureau of Fire Investigation.

Note that the 16th and Valencia intersection has been the location of seven instances of arson in the last two years, the last two being the disastrous Gartland Hotel fire and the fire in the Hare Krishna Temple at 455 Valencia. The small numbers indicate the number of occurrences at the same address, if more than one.

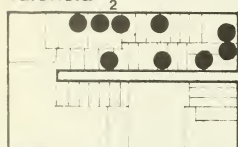
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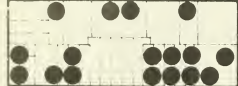
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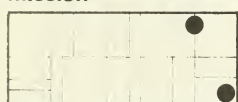
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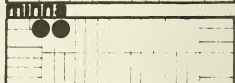
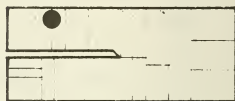
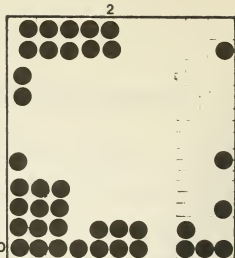
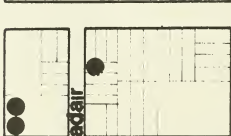
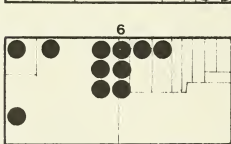
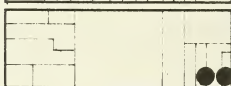
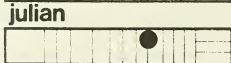
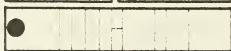
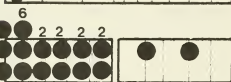
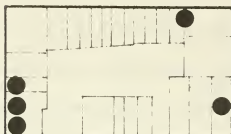
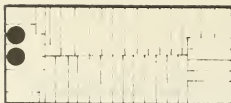
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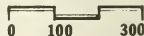
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capp



INCIDENCE OF FIRE 1974-76



Sixteenth Street: A Neighborhood Study

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INCIDENCE OF FIRE 1974-76, Oct. 1, 1974 - Oct. 1, 1976

This map shows the number of occurrences of fire in the last two years, October 1, 1974, to October 1, 1976. As many as ten fires have occurred at the same address; overall, the Valencia Gardens Project has had 32 fire incidents and some of the residential hotels or apartment buildings have had as many as six incidents, such as the Gartland Apartments.

Martiple fires at the same address are indicated by the small numbers, but each fire is represented by one dot. (The recent - November 27, 1976 - Sincere Hotel fire is not indicated because it falls outside the time period represented).

(Source: San Francisco Fire Department, Bureau of Fire Investigation.)

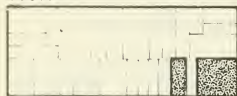
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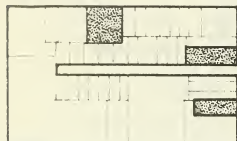
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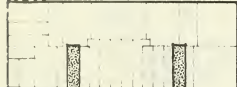
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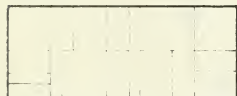
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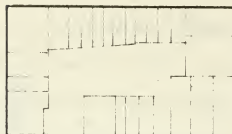
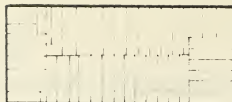
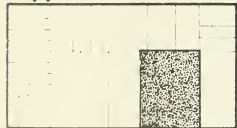
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mission



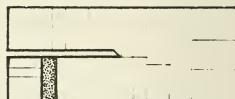
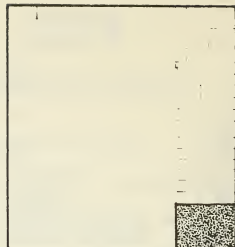
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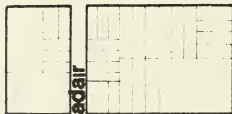
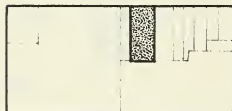
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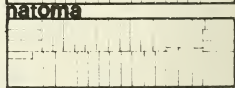
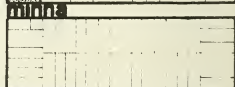
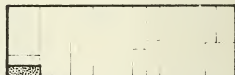
sixteenth



fifteenth



adair



HOTELS

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HOTELS

This map shows the location of all hotels in the study area. There are a total of 19 hotels in the study area. At least ten are on record as having code violations. Those with code violations often have multiple violations, some very serious such as locked doors to fire escapes. Fires have occurred in a number of these hotels, the latest being the Sincere Hotel at 3081 16th Street, on November 27, 1976. Needless to say, Operation Upgrade and the Mission Planning Council are very concerned about these hotels. Many feel that they are fire-traps and contribute to many of the social problems of the area. Strict fire safety code enforcement and presale code compliance are ways of reducing physical hazards; other problems deriving from some undesirable aspects of resident behavior will need remedy according to their specific nature.

Recapitulation

We have looked at the area; we know something about its history, about who lives there now, and something about its character. We have suggested some of the kinds of problems that residents are facing, and we have highlighted a few of these that are particularly vexing. Before going on to a discussion of other forces that affect the neighborhood, these from outside its boundaries, we will do well to review our progress to now.

We have seen that the area is one of high density, of mixed commercial and residential use. Housing costs--both rental and ownership--are disproportionate to the incomes of what is essentially a working class population. While the area shelters a large--disproportionately so--number of more or less transient residents attracted by its relatively inexpensive hotel and apartment house units, it has at the same time a fairly substantial permanent population, although most of these are renters. Too many of the area's people are without work, or without enough work enough of the time. The neighborhood is poor.

If you were to walk about you would encounter pockets or enclaves of residences, attractive and well-maintained, surrounded by areas of dilapidated and often unsafe buildings. Along 16th Street particularly, buildings are frequently dirty, dingy and grim, in need of cleaning, paint and repairs. Traffic is noisy, congested and hazardous during the daylight hours. The street is almost wholly lacking in greenery and other landscaping, is usually littered, sometimes with garbage, the sidewalks are sleazy and stained--as are some of their users--and as a focal point, a crowning landmark near the intersection of 16th and Valencia Streets is a particularly garish and blatant pornographic materials shop.

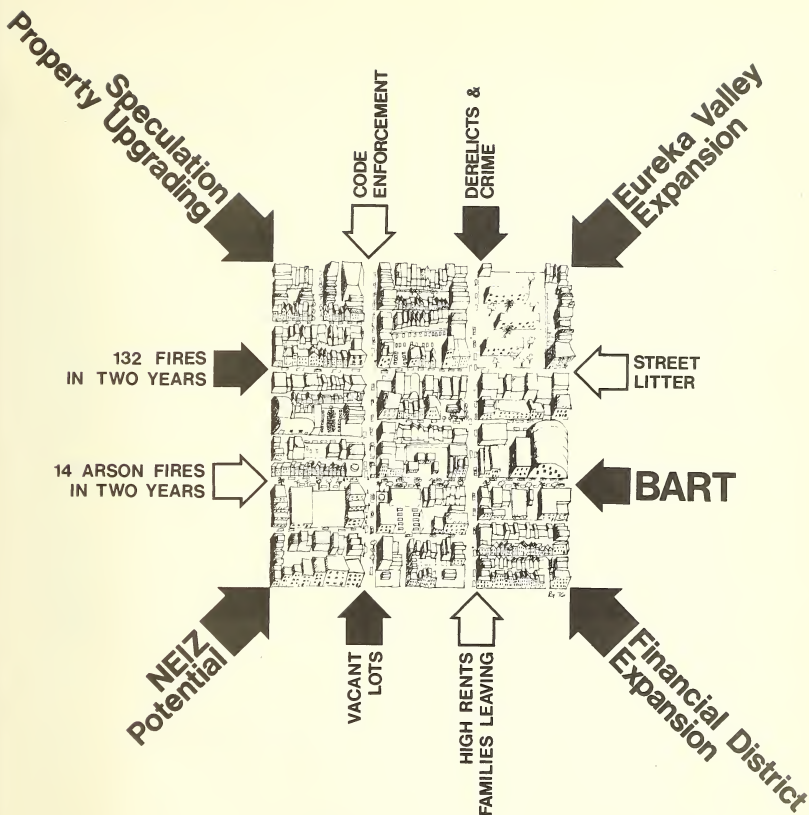
Some 70-odd commercial establishments front 16th Street along the study area's extent. Of these, several are vacant, some seem marginal at best, and many are dull, dingy, dated and uninspired in their window displays. One surmises that, all in all, with some few notable exceptions, the business activity of the street operates at a level well below its potential.

BART figures largely in the area's character: while its depots at the junction of 16th and Mission serve as an adjunct to a fine criss-cross of Muni lines, its presence has probably added to an already severe daytime parking space shortage; its plazas--the area's only purposefully designed open space--are more often than not strewn with bottles, cans and debris, and serve as hang-outs for public drunks, panhandlers and assorted idlers. BART has added, too, to development pressures that threaten residents of both the area and the Mission generally.

While several service/community agencies lie within or just by the area's boundaries, the various indicators of social dysfunction that persist in the neighborhood give one pause--what are these agencies doing? What with the fire and arson rates, the numerous resident alcoholics, prostitutes, drug abusers and dealers, and the Mission District's absolutely worst--the "highest"--incidence of crime, reported on the one hand, and suspected, in the case of white-collar crime on the other, one can only conclude that the issue of public safety is not being joined, let alone redressed, in any serious concerted way. This, despite the efforts of concerned residents to rouse public awareness, to generate concern where it most logically ought to reside, to evoke response from those whose charge and promise is to respond.

Given all of this, given the steady decline of the area's physical appearance and of its social content and of its security for its residents, there are yet other forces to consider--these are the influences that chip away from outside the area.

III. PROBLEMS AND OPPORTUNITIES



Sixteenth Street: A Neighborhood Study

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OBSERVATIONS

Forces and Influences

The cover illustration on this report and the introductory map to this section represent graphically some of the influences within and impinging on the area which we anticipate will affect, for good or bad, the future character and direction of 16th Street. It is of some value to speculate briefly here about such forces for change that we can identify. We do not know that we have recognized all influences; our discussion is meant to be suggestive rather than definitive, and functional, i.e., descriptive, rather than explanatory--the situation is not a static one, and some patterns and relationships may be identified, bearing in mind that these may change.

Some of the mutually co-influencing forces seem almost to stand in relationships of opposition--present blight and the trend toward the area's becoming, as some residents fear, "another Tenderloin", stand in a relation of apparent contradiction to the idea of the area having innate opportunity potential.

We can see, however, that the study area's location along the BART corridor--at one of the two BART Mission stations--has direct implications for development of some sort, and present zoning reflects this. The potential here seems obvious. Where can the development pressures "spin-off" generated by the mere fact of BART's presence go, if not to the south and east of BART's Market and Mission Streets pathway?

The north-of-Market Central Business District (CBD) is pretty much built up now, and its character and use are well established; future planning and zoning for development will be locked into the framework of the CBD that we

now know. Similarly, neighborhood areas to the west of the BART corridor, while under their own, more localized change-pressures, have been committed, by virtue of what exists there now, to modes of development along already established patterns. These will not alter appreciably for years to come-- building and economic development coincident to the BART corridor will tend to focus on the 16th and Mission area specifically and the Mission in general. The shape it takes, then, will influence to an unknown degree the form and quality of living in the study area, and so impact seriously on it's residents.

Other forces we identify include Eureka-Noe Valley growth "spillover" effects relative to real estate speculation and property upgrading, as well as the potential for these that may result from the probable development of the North East Industrial Zone (NEIZ). Excluding the NEIZ for the moment, a brief discussion of "spillover" seems appropriate here.

The viability of the Castro-Market-Eureka Valley neighborhoods constellation, for example, presently undergoing a commercial renaissance of sorts, is underpinned by and reflective of a more profound change-characteristic that is being felt not only in the Mission but elsewhere in the city: the city's work force is becoming increasingly "white collar", service- and government-oriented, technically skilled, college educated, and essentially middle class in terms of socio-economic background, aspirations and values. So, too, are the characteristics of the Castro-Market-Eureka Valley residents coming to reinforce and reflect those trends.

An important descriptive feature of this "new" population is that, among other things, it is one of relative affluence. Generally young, professional, single, and/or living in households with statistically fewer or no children,

these qualities in combination represent a significant economic force in the property speculation-upgrading-investment market. Such neighborhoods as the Noe and Eureka Valleys, which border on the Mission and so affect it, tend to be favored as living and entrepreneurial opportunity sites by investment and development interests, including the "young professional" class. These are attractive neighborhoods, and they have of late experienced revitalization and development which enhance their physical qualities. One consequence of property upgrading and speculation has been inflated land and property value, not only within the example neighborhoods but in adjoining areas, in this case, the Mission.

Other consequences which may be inferred and which likewise spill over into the Mission, and so affect the study area as well, include inflated rents, a gradually diminishing family-type housing stock, and rivalry and competition between low and moderate income families with acute housing needs and the burgeoning young professional population.

In all, investment in the 16th Street area is probably considered higher risk and less desirable than elsewhere in the Mission because of the complex of problems that presently degrade the area. This is not to say, however, that space and economic demands, and trends created by "outside" forces, do not increase its investment-profit potential, particularly for large scale or corporate development interests which command resources sufficient for holding properties while awaiting and influencing events and market values.

Other data treating property sales in the study area are so far inconclusive--we haven't enough to establish trends or comparison bases--but some features of property sales are of interest: most property transfers involving

single and small residential units appear to be taking place in the residential enclaves, e.g., along Camp, Albion and Julian Streets, which contain a number of well-maintained and improved structures. Whether there is a cause-effect relationship here is not known at this time, nor do we know what, if any, rate of property value increase obtains; we do know that some of these properties have changed ownership two, three, and more times over the last five years, which tends to support theories of speculation geared to artificial market rate increases.

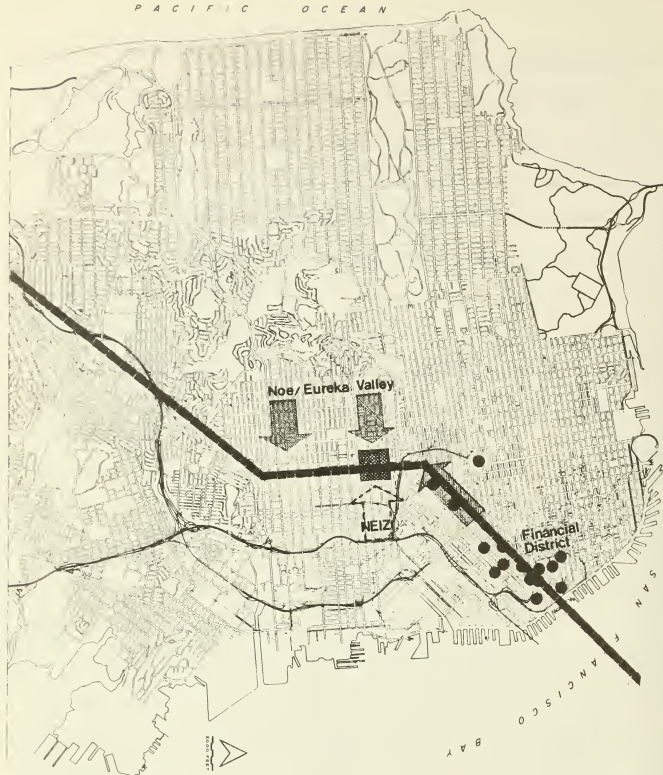
There have been few transfers along the commercial strip, and there the land values have increased while property values proportionately have not. Sixteenth Street, of course, is the area in which evidence of deteriorating buildings is most pronounced. Whether one can infer that owners find it economically more profitable to hold their properties without maintaining their structures, knowing that value is going up anyway, or simply that trading for investment purposes is too risky at present--these questions are moot without further investigation.

Consider, too, the North East Industrial Zone (NEIZ) lying east of the study area: situated near rail and trucking outlets, it is also near the city's downtown and financial districts. Although the city has suffered a net loss of industrial and manufacturing concerns over the past two decades--due, it is said, primarily to labor and land costs, taxes and insufficient space for expansion--still, the NEIZ has many sound though vacant structures, suitable for commercial or manufacturing use. With proper inducements and more creative and intensive use of buildings, business might be persuaded to establish or re-locate in the NEIZ, particularly if housing stock in the area were added

as a further advantage to both employer and employees.

All of these, then, the forces so far alluded to, when looked at in a whole context: Bart and its ramifying development pressure and convenience to commuters; the central location of the study area relative to South-of-Market, Yerba Buena and Market-Van Ness high rise development and the resultant land value speculation/development pressures; and the potential for development of the NEIZ--these all add up to a potential for investment and development within the study area exclusive of the concerns and wishes of those who presently reside there. It is patently in their interest to organize now for the kind of environment they would like to live in tomorrow. It might prove to be a horse race.

P A C I F I C O C E A N



GROWTH PRESSURES

Sixteenth Street: A Neighborhood Study



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GROWTH PRESSURES

This map represents current development trends in the area. Black dots represent office buildings which are under construction or planned to be built before 1980. One sees that office building construction is shifting south of Market and also southwest along the BART corridor. Once available lots are developed for office buildings at the Civic Center Bart Station, the next logical place for office building development would be either at the 16th St. Bart Station or at the MUNI metro station at Market and Castro. Since there are currently no vacant lots and few underutilized buildings at Market and Castro, the 16th and Mission Area will increase in development attractiveness because of the relative availability of building sites. The development pressures from the financial/downtown areas are represented by an arrow along the BART corridor.

The arrows pointing toward the study area from the west represent the development pressure from the Eureka Valley/Noe Valley Area. The Eureka Valley/Noe Valley area is an active area for property upgrading-real estate speculation. Many houses and flats have been renovated and this phenomenon is spreading into the Mission as there are many Victorian buildings similar to those which were so attractive to speculators and renovators in Noe/Eureka Valley. The pressure is probably greater in the 24th Street area because it does not have the negative image of the 16th Street area.

The dotted arrow from the east represents a further development pressure when the Northeast Industrial Zone(NEIZ) is developed more fully. New housing in the NEIZ could improve the market for businesses in the 16th Street area and make the area more attractive for residential upgrading.

Key

BARTd Route



Study Area



Office buildings which are under construction or proposed for completion before 1980. (Source: San Francisco Dept. of City Planning, "Commercial Trends," July, 1975.)



Direction of growth pressures



Potential growth pressure from Northeast Industrial Zone

SUMMARY OF RECOMMENDATIONS

Introductory Remarks

At the outset of the study project the governing body of MPC assigned staff, as technical assistants, to work in a partnership of parity with members of Operation Upgrade. This move was dictated by a fundamental tenet of neighborhood planning--that the people resident within a neighborhood themselves are best suited for determining its shape and future. The recommendations that follow, therefore, are essentially the articulations of neighborhood people, as recorded then translated into this report format; they surfaced and were given context in a process of co-equal problem solving, discussion, debate, and cooperation.

While MPC's executive committee at no time abdicated responsibility for the supervision and administration of the study project, neither have they attempted to influence these recommendations--MPC suggestions have been incorporated into the body of the recommendations where they do not violate the sense and intent of those of Operation Upgrade. Where discrepancies exist between the recommendations in this report and past and future MPC policy positions, these have been allowed to stand, on the principle of deferring to neighborhood sovereignty--MPC's position generally is to act as an instrumentality by which the Mission's residents can define and act on their concerns.

The objective of this study has not been to arrive at a plan or design for rehabilitation or redevelopment of the area--were that the case, much more time and work-force would be required than have been allotted to this effort, on the one hand, and neighborhood resistance at this time to such an

overall design would likely render it meaningless, on the other.

Instead, recommendations detailed below are founded on the realization that the neighborhood is basically viable, however beset by problems, and that its future growth and direction are most appropriately the business and domain of its residents and workers. Its present condition, though bad and worsening, is seen as an opportunity for revitalization and improvement, so long as specific remedies preserve the mixed-use family-oriented character of the area, and so long as the area's residents are engaged in authentic dialogue and participation relative to their needs, perceptions and aspirations; it is, after all, their neighborhood.

RELATIONS WITH CITY DEPARTMENTS

-Amend and/or add to both the police and planning codes an ordinance regulating so-called adult entertainment and massage service activities, particularly with regard to their location in or proximity to residential zones.

-Change zoning in those predominantly residential enclaves in the area, from present C-M to mixed residential (R-M).

-Lower height limits at the 16th and Mission-BART station junction to a maximum of 50' to conform with existing use and topography, and to protect residents' rights to space, light, air and views. While it is true that present height limits--105' at both the 16th and 24th Streets stations--represent, in effect, a Mission community compromise, that limit was fixed early on in BART's history and reflects perhaps an optimism about its benefits to the immediate community that have failed to materialize. The sense of BART's impact now seems to be that it has created instead undesirable

development pressures, particularly with regard to higher rents and property values and, as a consequence, potential displacement of Mission residents (let alone the circumstance that BART's fare and route schedules benefit primarily non-Mission residents).

-Change zoning along Valencia Street from 19th to 16th Streets, from present CM ("heavy commercial") to Residential-Commercial in order to preserve existing and encourage future housing stock above street-level commercial use.

-Re-zone the site of the now defunct Lachman Brothers store--presently an empty lot--from present CM to RC. While the site offers a variety of use opportunities, residents feel, so far, that in no case should the site be given over solely to institutional use.

-Plan and carry out with neighborhood partnership a full range of activities leading to enhancement of the physical appearance of 16th Street, including the provision of street furnishings, landscaping, re-routing of truck traffic, undergrounding of overhead wires, etc.

-Improvement of the street environment will require an intensive/extensive tree and landscaping program. In some areas trees, greenery, and flowers may have to be kept in planters because of the large number of sub-sidewalk basements. In order of priority, the following is recommended:

* A thorough and complete tree and landscaping program on 16th Street from South Van Ness Avenue west to Dolores Street (while this extends one block beyond the study area--arbitrarily defined, remember--it makes sense in that it ties in nicely with Mission Dolores and Dolores Street's lush greenery).

* Valencia Street. There are no trees or growth of any sort along Valencia in the study area; it is a commercial strip badly in need of landscaping.

* Trees and landscaping on Albion and Julian Streets, residential enclaves between 16th and 15th.

* The remainder of the streets in the study area.

-Increase police foot patrol and establish a "store-front" type police station annex staffed jointly by police and resident volunteers/workers.

HOUSING AND BUILDING CONDITIONS

-Preserve the existing housing stock and establish mechanisms for identifying and initiating the rehabilitation of residential units wherever needed in the study area, with priority going to buildings fronting on 16th Street.

-Establish codes and ordinances to control landlord (resident and absentee) abuses of safety, health and "liveability" standards, and modify those extant to provide that legal authority to enforce these may be initiated at the neighborhood level.

-Provide inducements for new residential development that reflects the mixed family-oriented character of the area.

-Encourage and support a range of techniques and policies that lead to increased home ownership by residents, including cooperative and tenant ownership forms.

-Development "neighborhood impact" review and appeal procedures to insure that resident priorities and policies balance development-speculation interests.

-Expand the S.F. Housing Authority's Target Projects Program to include the acquisition and improvement of housing units presently under private ownership, within the context of a neighborhood advise-and-confer process.

-In all cases involving demolition (purposeful) or destruction ("accidental") of existing housing stock, replacement development must be done on guid-pro

quo basis, i.e., a base line of number of residential units established so that the area suffers no net loss of housing.

TRAFFIC, TRANSIT AND PARKING

-Future parking facilities development should be subject to stringent design and regulatory criteria, including landscaping, undergrounding or on rooftops, behind ground level frontage, etc. In no case should more parking lots at street level--of the kind that exist there now--be permitted at the expense of residential and commercial space development that encourages auto use into the area from elsewhere.

-Initiate a neighborhood preferential parking plan that takes into account the socio-economic status of residents (e.g., individualized fee schedules).

-Regulate rush or "peak" hour traffic by timing or synchronizing traffic lights along the street and its intersecting arteries, and prohibit delivery services at those hours.

OPEN SPACE AND RECREATION

-There being virtually none within the study area, it is recommended that immediate steps be taken to acquire space for the recreation and well-being of the area residents, toward the end of establishing mini-parks, gardens and rest areas.

-Other concepts such as back-yard parks, roof-top gardens and parks, etc., might be explored, as well as the closing off of selected streets at certain times, expanded use of the BART plazas, and the development of a

multi-use community facility, at the site of the former Hare Krishna building (455 Valencia) or perhaps in the Armory Building at 14th and Mission Streets.

-Purchase the vacant lot at 16th and Hoff Streets for future development as a park/playground or other open space use. There being no such space in the study area, its exposure to the north, east, and south, to sunlight and visibility, would add much to the liveability of the area.

BUSINESS ACTIVITY

-Initiate a market analysis/economic development design leading to an increase in appropriate types of retail outlets along the 16th Street commercial strip, as well as a plan for the improvement and revitalization of such business activity as presently obtain.

-Organize for and implement aggressive campaigns to attract needed and desirable businesses that are oriented toward the needs of residents and neighborhood shoppers. These campaigns should be planned, directed and guided by a "select" steering committee made up of representative neighborhood interests.

-Plan for and provide an ongoing program of neighborhood business development, consultant, and technical assistance services.

-Examine the feasibility of neighborhood-owned profit-sharing ventures, including such projects as a variety/"department" store, a recreation-entertainment complex, etc.

-Schedule and carry out a program of commercial frontage improvement, including strategies for appropriating and allocating resources where

necessary.

- Coordinate improvement and development planning and projects with development interests and activities outside the area.

- Insure that whenever possible neighborhood and Mission residents are actively recruited for and hired where employment opportunities exist.

PUBLIC PARTICIPATION AND GOVERNANCE

- Organize for, structure, and legally charter a neighborhood body that includes wide representation of the area's interest groups and that has the legal authority to secure funding, enact programs, and coordinate and monitor the activities of interests within and from outside the area.

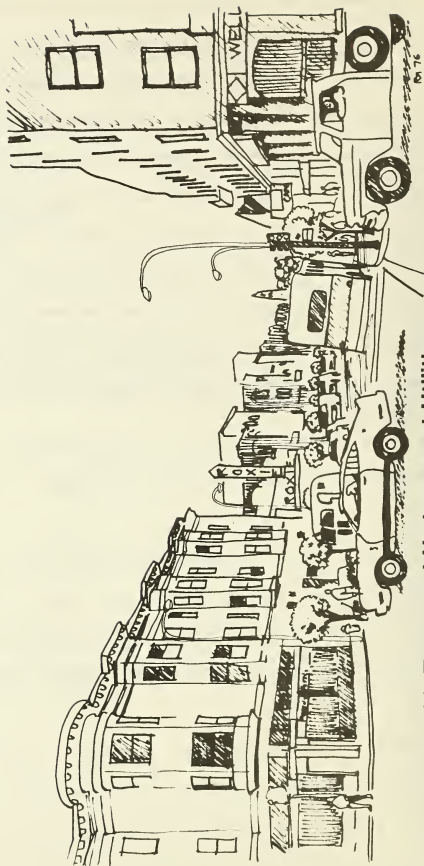
- Establish as on-going policy a system of neighborhood, "private sector," and agencies coordination clarifying rights, roles, and responsibilities and establishing relationships of neighborhood governance founded on democratic principles of parity.

- Organize and effect a city departments/agencies task group, including neighborhood representation, whose charge would be to meet regularly with area residents and workers, develop an action agenda of neighborhood remediation, and coordinate and meet agenda priority items with appropriate city departments.

- Where necessary, initiate legislation to further neighborhood goals, and generally, carry out a continuing joint program of inspection, review, enforcement, and sanctions relative to safety, health and opportunity and other standards.

-Examine the feasibility of and establish mechanisms to permit city and agency direct-contracting with legitimate (i.e., legally constituted and chartered) neighborhood organizations. The sense of this recommendation is to place neighborhood projects and programs--planning, budgeting, operations and personnel--under the authority of neighborhood residents (examples of activities that need doing immediately might include street cleaning, trash and litter collection, code and ordinance watchdogging, etc.).

-Require of all social agencies more direct street-oriented services and advise-and-confer processes with neighborhood interests, to prevent further use of the area as a "dumping-ground" for those agencies' client populations, and to lever a greater degree of accountability and responsiveness from public servants.



16th Street with Trees and Underground Utilities

IV. EPILOGUE

ADVOCACY PLANNING

Notes on the Process

We began this report by stating that the method and intent of the 16th Street study project were informed all along by a philosophy of neighborhood planning that rests on a principle of active "interest group" involvement, i.e., public participation and advocacy. What do we mean by this? What's it all about? And how does it "better" serve people than the conventional approach to planning of, say, a municipality or other governmental body?

We should say at the outset that our answers to these questions are provisional at best--such is the state-of-the-art-- but we can attempt to articulate them as one means of defining our position. In the first place, we choose, as neighborhood planners, to apply such strengths and skills as we may possess to create somehow altered physical and social circumstances--our essential function is change-agentry. Our primary concern is not how a neighborhood environment will look or how it will confer benefits upon its residents or how its wealth will abet the wealth of the larger community. These are legitimate concerns but they are of secondary importance to us.

We are instead concerned about the relationship between the exercise of choice within a neighborhood--its degree of humanness--and the dynamic that obtains between place and person: the quality of a place and the quality of the life that goes on within it are mutually co-influencing, and they are evolutionary, i.e., they are subject to time as well.

Planning in this view may be considered as both instrumentality and process by which, at its best, people may be enabled in their human pursuit of free, deliberate and considered choice. It is an instrumentality in that

its practitioners may use it as one means to cede back to a community its right to self-determination; it is process because it takes place in an open-ended dynamic of time, space, and circumstance which of itself is evolutionary change. Where the process of authentic public participation may be seen as the lever of change--in this case, influencing policy--the instrumentality of the neighborhood planner as technician/servant of a "client" population is its fulcrum. At a more prosaic level, the advocacy bias is to assert that neighborhood planning falls generally into the larger perspective of building for local autonomy--practical solutions, if you like, ought always to be founded on a strategy of increasing the political and economic power of the local community instead of solving problems as defined by outside interests. Obviously, then, proposals, programs and projects will have to originate in the deliberations of affected residents as they perceive their condition and as they articulate their needs, not, to repeat, from outside sources. To the extent that a neighborhood's residents "own" their turf and have some measure of control over their own resources, to that extent will they be less politically controlled by and reliant on outside powers--they then begin owning themselves.

How, finally, does advocacy planning--let us call it that, once and for all--serve people "better" or more humanly than traditional planning? It is practically a truism by now that an area's residents are perhaps best suited and certainly have a priori rights to defining for themselves the shape of their environment. A truism, yes, and a sometimes violently resisted right when asserted. Yet planning with, not for, neighborhood groups can be demonstrably as effective, efficient, and practicable an approach as that employed by more traditional planning bodies. It carries the additional advantage, through

direct resident involvement, of creating environments more appropriate to their needs. And finally, advocacy planning may be seen as part of a more embrative process that has direct change implications: as people become authentically engaged in defining their own interests in the give-and-take of co-equal problem-solving, so then may a community become aware of and strengthen its capability as a resource pool of competencies and energies equal to the task of articulating and carrying forward its own objectives.

PROSPECTUS

We have identified a constellation of problems that need immediate attention in the area; most, if not all, conditions described in this report are a matter of public knowledge, and residents' demands to reverse decline and commence rebuilding are growing.

While we failed, for lack of time and insufficient economic activity data, to develop a so-called action agenda beyond the recommendations included in this document, we insist that immediate action is crucial and feasible. Needless to say, such action will have to come from both public and private efforts and commitment. For our part, Mission Planning Council, continuing to work with Operation Upgrade, proposes to carry out the following activities during the period January through June, 1977 (money resources have already been secured through the graciousness of a private philanthropic foundation to be identified as that work phase develops).

Because this initial study cannot be considered complete until feasibility, implementation, and leverage mechanisms for commercial and residential improvement are identified and assessed, and because conditions in the larger Mission community are in great degree dependent on the thorough and careful rehabilitation of its subareas, particularly those amenable to economic renaissance, we propose to carry out the following neighborhood economic development tasks in the period January, 1977, to July, 1977:

(1) Market analysis of the 16th Street area in order to:

- a. Identify and evaluate exogenous influences that may affect market patterns, e.g., Castro and Upper 24th Streets, Mission Street and the BART corridor, Market and South Van Ness Streets, Yerba Buena Center and other high-rise developments. All of

these areas or developments would interact economically with revitalization of 16th Street. We propose to determine how.

- b. Identify by type of business, or by product, commercial activities--either new ventures or expanded/improved existing firms--that would be most consistent with the character of the area.
 - c. Identify the immediate and larger area commercial clientele, including their modes of transportation, shopping patterns, etc.
- (2) Assist the commercial interests in the area to organize into a quasi-formal association, i.e., a merchants organization, in order to share common problems and solutions, widen their base of communications and provide a more solid foundation for the attraction of venture capital.
- Plan, organize, and establish a select steering committee representing each of the area's various interest groups (e.g., savings and loans, service organizations, residents) so that the committee can serve as the group's coordinating and policy setting entity, and can voice that group's needs and concerns. In the near future, the committee will also be the logical source for leadership conferences on improvement planning, as well as a source of certain kinds of technical assistance.
- (3) Distribute throughout the area a bilingual handbook describing the resources for commercial and residential improvement and the mechanisms for securing them.

ACKNOWLEDGEMENTS

This document is the product of many hours of hard work, and hard play sometimes, too; while it is not possible to thank all who have contributed to this report, expressions of gratitude can be extended to:

Rogelio Brarda, Emory Curtis, Juan Pifarre, Jose Wheelock, Ron Jonash and Alex Zermeno, who volunteered their time and respective expertnesses to come into the community and talk with residents, pointing out key issues and stimulating ideas that added to neighborhood dialogue and understanding;

Victor Miller, Charles Bolton, Ernesto Candia, Lisela Claros, Lynn Emory, Bill Hernandez, Dick Satterfield, Pat Salinas, Lilia Medina, Lynn Yandell, Dave Franklin and Rafael Cedillos, who were all helpful in collecting data, offering suggestions, and generally supporting project staff; Steve Meek for clerical help; and Hannah Sasson, for cheer;

the MPC Project Review Committee: Ramon Barbieri, chair, Luisa Ezquerro, Toby Levine, Juan Pifarre, Gloria Ramos and Dan Sullivan, who provided guidance, criticism, experience and material support, and backed us up when we most needed it;

special thanks to those UC Berkeley students (City Planning 202) who shared data with us, in particular, the "Community Residents Consulting Team"; to Magaly Fernandez of Mission Planning Council for her labors, patience and moral support through the rough times; to Charles Koppelman and the Youth Project for their understanding of our problems and their direct material

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assistance; and to Robin Jones, Planning Department liaison to the Mission, for her responsiveness, suggestions, encouragement and genuine willingness to help in all manner of unanticipated ways.

Finally, a special word about the members of Operation Upgrade: we cannot list all of them here, nor can we really express our thanks. Their efforts at improving their neighborhood merit recognition beyond paper expressions of gratitude--when and as they seek the resources and authority to continue confronting the problems plaguing their neighborhood, it would be well to bear in mind that their interests and objectives can only redound to the benefit of the Mission District and, ultimately, the entire city. They are the real authors of this report, and what is useful and true in this report is theirs; the silly, the false and the inconsequential are mine alone and I ask their forbearance in advance.

J.S.

January, 1977

V. APPENDIX

OPERATION UPGRADE: CITIZENS FOR A CLEANER MISSION

2501 Bryant St., San Francisco, Ca. 94110 - Phone. 824 - 1771

A Consideration of Goals

Through a series of meetings and working sessions in which a committee of Operation Upgrade and other interested members of the community met with various guests from City Planning, Office of Economic Development, BART, and other agencies and organizations over a period of about ten weeks, we have developed a set of goals for our continued involvement in improving the quality of life in our neighborhood.

Over the past year and a half our efforts and actions have been directed toward several objectives: the elimination of pornographic businesses which we believe have a detrimental effect on our neighborhood, economically and socially; increasing the level and quality of city services such as street-cleaning, building inspection, and police security, since we believe that we are neglected in favor of other city neighborhoods with a higher profile in terms of tourism; focusing constructive attention on the gross and obvious problems of our neighborhood, like the high rate of arson and the deteriorated condition of much of our housing; and pressuring the department of public health to address the social and mental health needs of our neighborhood. The contradiction between the presence of many health and social service agencies in this area and the stark reality of continued aggravation of human problems due to alcoholism, unemployment and other causes suggests that these agencies are not doing their job.

As we examined the direction our activities were taking us, it became

apparent that a strong commonality of purpose exists. That is, to retain the multi-ethnic character of our neighborhood with growth that enables low and moderate income families and individuals to live here comfortably and does not displace families or individuals. Toward this overall goal we have identified four top priority issues: (1) The delivery of public health services needs to be improved and better coordinated. Community mental health services ought to be addressing the acute problems people face in their environment--unemployment, inadequate skills, language barriers, racism. Programs need to be designed by community people, and the professionals and technicians need to come out of their offices and deal with the problems where they are. (2) Housing is in need of better maintenance and better management, without being priced out of the range of present residents. New housing built should include family units. Community cooperatives might be developed. Economic development in the area should not result in loss of housing units. (3) Safety and security are vitally important in a high crime area like our neighborhood--more effective law enforcement is required and preventive criminal justice programs need to be developed. (4) Basic city services are not provided adequately in our neighborhood. When pressure is brought on city officials or attention is focused through the media, there might be a response to the problem. However, there is obviously no official concern or commitment to providing the basic set of services we pay for.

If we choose to pursue these issues effectively and achieve our goals, we must consider how. Realistically, we know that we must do it ourselves; we have no reason to believe the city will do it for us. To be cohesive and

organized so that necessary political objectives can be tackled is imperative. As we develop and modify group goals and objectives and more comprehensive plans of action, obtaining legal status and funding may become necessary so that we have the apparatus to implement and maintain long term changes. A network of support relationships with other community groups in the Mission needs to be established.

12/15/76

OPERATION UPGRADE: CITIZENS FOR A CLEANER MISSION

2501 Bryant St., San Francisco, Ca. 94110 - Phone. 824 - 1771

A Position Statement

We are residents of the North Mission neighborhood, the main artery of which is 16th Street. We are renters, home owners, hotel-dwellers. We are young, middle-aged and elderly. We are married with families and young children; we are grandparents whose children have moved out of the city; we are elderly who live alone; we are young singles who live alone or with friends. We are working people, poor people, people with fixed incomes, people who have lived in the neighborhood for decades; we are newcomers; we are transient residents; we are people who intend to stay here. We are men and women. If anything is true about us it is that we represent a diversity of background, experience, ethnic identity and lifestyle. If there is a common denominator, it is that we all share a strong desire to see our neighborhood become a place where we, our families, and our neighbors can live in a healthy, safe, friendly and stimulating environment. Most who live in other parts of the city see our neighborhood as a blighted ghetto for aged and decidedly unstylish alcoholics, prostitutes, pimps, drug addicts and street criminals. They see a strip of tacky, transient hotels, oppressive burnt out shells or gaping vacant lots that once housed people, abandoned storefronts and apartments in decay, sidewalks littered with broken bottles and beer cans, raggedy old men sleeping in doorways. Certainly not a place where one would choose to live.

Many of us did choose to live here. Elderly couples who remember when 16th Street was a vital, dynamic neighborhood with cafes and ice cream parlors, shops and movie theaters, where people enjoyed an outdoor stroll in the

evening and where residents and shopkeepers shared a friendly camaraderie. The old ambiance is gone, but still there are friendship and business ties that stretch back many years. There is still some small trace of the vitality that is part of the soul of our neighborhood. We chose to stay rather than move to the sterility of a senior housing project or a suburban enclave... Immigrant families who enjoy the sense of community, the stimulation and felt security of living in close proximity to others of like language, customs, lifestyles ...Young families who prefer the vitality, the complexity of a city over the stifling homogeneity of bedroom suburbs of uniform boxes or filing cabinet highrises...Families who must be near jobs because they are working people...Students, young adults whose energy and creativity are heightened by the rich diversity and challenge of the city, and who in turn contribute to that diversity, and stimulate movement and change.

We also live here by force of circumstance. Cheap hotel rooms, rents that are still "reasonable", an abundant network of public transportation. None of us are rich, many of us don't own cars; most of us pay taxes both on our earned incomes and our property or rents that we pay. We live here because we can afford the cost of housing...for a while.

We choose to live here because there are more positives than negatives. Our neighborhood is a lively place rich with the sounds, the colors, the scents, the languages and styles of many cultures, a warm place of sunshine almost every day and neighbors who talk to each other on the streets and look out for one another, a dynamic place where people are actively working toward collective improvement and community pride, where change is always in evidence and stagnation is impossible.

We have seen tremendous changes, not all of them pleasant, some of them devastating. We have seen three hotel blazes which left people dead, injured, and homeless, and other fires in which only property suffered. But we have also seen other changes and activity in our neighborhood that tell us that there is a survival spirit that is strong and alive and determined. A church that had been destroyed by fire has been refurbished by its own, who also planted a row of trees. A theater that had been a dirty, mostly empty, culturally stagnant place has revived through new ownership, and offers the public intelligent and varied entertainment; it now draws long lines of filmgoers and full audiences. A set of vacant storefronts now houses an attractive family restaurant. Merchants and shopkeepers who used to absently and apathetically leave their sidewalks littered are now more conscientious about helping to keep the street clean. Another once-empty storefront is now a thriving, busy food cooperative, offering low prices on produce and staples and encouraging volunteer efforts. None of these changes are ostentatious. They are improvements that maintain the feeling of a modest, genuine, down-to-earth people-oriented community.

Many of us who live here, however, are too often plagued by the difficulties of life in our neighborhood. It is full of hazards and dangers excessive to a degree only we can fully understand. After the most recent fire on 16th Street (November 27, 1976), a notice was posted on the front door of one of our apartment buildings. It read, "Residents: Please do not let any strangers in the building because of fires in the barrio." Several buildings now have iron gates across their entrances after suffering vandalism. Elderly people try not to be out on the streets after dark. We worry about our children

doing family chores or errands on the street. A nine-year-old girl carrying a load of laundry home one afternoon said that she dislikes going to the laundromat because the drunks hang out there and fights break out and it frightens her, and there's a shop down the street that she hates to walk by because it embarrasses her. Many of us live without even minimally adequate plumbing, heating or security. All of us have to be continually on guard because of bizarre yet commonplace hazards: a bag of broken bottles might be hurled out of an upper window striking...or...missing...a passerby. A stash of illegal drugs might be kept in almost any available space. A burglar might slip in and out of windows in the dark of night. The silence of early morning hours might be punctured by screams and sirens. It often seems that only luck protects us from the multitude of secret and not so secret dangers.

Still, we are determined to work to decrease the hazards of our neighborhood life and to increase the opportunities for real improvement; our first priority remains concern for people and life. We are not "conservationist"--we encourage growth and change that will enhance the pleasures and comforts of our lives, as well as the necessities. We are not exclusionists; we enjoy diversity and differences among people. We are not profit or property obsessed. People working together, struggling together, enjoying one another--this is the essence of our survival and the ingredients of our strength. People having jobs and work, living in decent, health safe housing, living free from hazards which are products of neglect and abuse - these are our goals. We deplore economic exploitation, racism, sexism, bureaucratic indolence, governmental incompetence, abuse of people in any form, personal or institutional.

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We want to see our neighborhood and our city be what it can be-- a place where all kinds of people can live comfortably, with opportunities for personal growth and satisfaction from work and creative efforts--a place where the best talents of all people are nurtured and our differences are valued.

12/15/76

The following data were abstracted in their entirety from Neighborhood Stability Plan for 16th Street and Mission Area, a report prepared by the "Community Residents Consulting Team," U. C. Berkeley, City Planning 202. We include this information because of its possible application for future improvement programs.

EXISTING PROGRAMS, POLICIES, PRECEDENTS
RELEVANT TO NEIGHBORHOOD STABILITY ISSUES

FEDERAL PROGRAMS

HOUSING AND COMMUNITY DEVELOPMENT

The Housing and Community Development Act of 1974 consolidated into a single bloc grant funding previously available from HUD for such things as code enforcement, model cities, redevelopment, water and sewer facilities, neighborhoods and public facilities, open space. This pinpointed responsibility with local elected officials.

In San Francisco, the Mayor's Office of Community Development administers the Community Development Program and Housing and Assistance Plan. San Francisco has \$28.8 million in CD funds for 1977.

The San Francisco Community Development Funds are being used in 1977 in the following ways:

- A. Conserve Existing Housing
 - Public Housing Rehabilitation
 - Rehabilitation Study Implementation
- B. Develop New Housing
 - Western Addition A-2
 - Hunters Point Neighborhood Development Project
 - Stockton/Sacramento Site
 - Housing Sites, South of Market
- C. Improve Neighborhood Quality
 - Existing Recreational Facilities
 - Existing Neighborhood Centers
 - Child Care Facilities
 - Additional Neighborhood Centers
 - Neighborhood Traffic Control
 - Neighborhood-Initiated Improvement Program
 - Bicentennial Celebration
 - Removal of Physical Barriers
- D. Increase Economic Development
 - India Basin Industrial Park
 - Neighborhood Commercial Districts

E. Programming and Management
Office of Community Development
Department of City Planning

F. Contingencies
Includes funds being reserved for Model Cities projects and for additional proposals resulting from the public hearing process.

HUD PROGRAMS AND FUNDS

These federal programs are administered or sponsored by the City and allocated in accordance with Community Development Planning.

Section 312 of the Housing Act of 1964

This legislation provided direct loans with a maximum interest rate of 3% and maximum terms of 20 years which could be made to property owners for rehabilitation of residential and business property in urban renewal and concentrated code enforcement areas. The loans are made to finance the cost of repairs and improvements to bring the property into conformance with local housing codes and to meet urban renewal requirements and objectives.

FHA Guaranteed Loans

Under the FHA mortgage insurance program, a lending institution is guaranteed that the mortgage loan it makes for the purchase, construction, or repair of a home will be repaid even if the borrower defaults. FHA has greatly benefitted lending institutions and middle to upper-middle class people who have, in general, been eligible. It has not covered people with the incomes of most Mission residents. Although the original legislation requiring "economic soundness" of an applicant was removed in 1966, FHA continues to be a middle class program. In any case, the current $\frac{1}{2}$ to 1% interest rate saving of an FHA over a conventional mortgage is an insufficient subsidy for working class people.

Section 8. Housing Assistance Payments Program

This program was established by Title 2 of the 1974 Housing and Community Development Act and is HUD's primary program for housing lower income households. It provides the primary form of federal subsidy for housing activities undertaken at the local level. This program provides housing assistance payments for eligible lower-income households to reside in buildings which have been substantially rehabilitated (including renovation and conversion) to meet prescribed standards of decent, safe and sanitary living conditions. These households pay between 15% and 25% of their incomes for rent, and the remainder of the fair market rent is paid by the Federal Government through local authorities. This new leased housing subsidy program is meant to provide local public housing agencies with the maximum amount of responsibility in administering their housing programs.

This type of housing assistance can also be applied in conjunction with San Francisco's concentrated rehabilitation programs (like RAP) as well as individual site rehabilitation projects. Section 8 funds are also applicable to supplement rents for low-income households in the cases of existing nonrehabilitated housing, and new housing construction. New housing construction includes

scattered site unit construction or "in-fill" projects which consists of construction on vacant lots, replacement of dilapidated and and unrehabilitated residential buildings, and replacement of nonconforming use (non-residential) structures in residential areas.

Housing Assistance Program (HAP)

Given that Community Development funds can't be used to finance housing construction, San Francisco's Housing Assistance Program serves to guide the direction and types of housing assistance received from HUD under other programs. HAP provides subsidies for low-income households to reside in buildings that have been substantially rehabilitated. Recipients pay rents of 15% to 25% of their income and the federal government pays the rest. In 1976, HAP relies heavily on Section 8 Housing Assistance Payments Program.

Section 202 of the Housing Act of 1959

Below market interest rate loans are provided at 3% interest to finance the construction of rental housing for moderate-income elderly people. This subsidy is available directly to nonprofit sponsors.

Section 810 - Urban Homesteading

Section 810 of the Housing and Community Development Act of 1974 provides for urban homesteading. Briefly, this program transfers properties held by the Federal Government to cities across the country. The city in turn gives these houses to a select group of residents under the condition that they bring the structure up to code within five years. As a demonstration program with only \$5 million in funding for the 1976 fiscal year, urban homesteading is presently very limited, especially in the West where the feds have title to relatively few houses as compared to Eastern cities. The potential for an urban homesteading program depends on the number of federally owned structures and the ability of the City to administer it.

Target Projects Program of San Francisco Housing Authority

This program is funded by HUD and designed to completely rehabilitate a target area of the public housing stock within a two-year period. The area chosen for this program in San Francisco is the Bayview-Hunters Point district. The total allocation for this program is now approximately \$14,900,000.

Rehabilitation Grants

An amendment to the Housing Act of 1949 provides rehabilitation grants directly to low-income owner-occupants of properties in urban renewal areas and areas of concentrated code enforcement to enable them to bring their homes up to required code standards. Total amount of this grant is \$3,500 but there is criticism that this amount is insufficient. The grant program is directed at the low-income homeowner whose salary does not exceed \$3,000 a year. This income limit has also caused criticism of the rehabilitation grant program because of the many possible participants with income slightly above the fixed limit.

Homeowner Assistance Program

San Francisco once had this program as a pilot program in the Haight. It was funded through the Rehabilitation Grant described above. It has been defunded although the program still exists. Some suggest that efforts be made to get the program refunded.

FACE Federally Assisted Code Enforcement

This program offers federal subsidies in the form of low-interest (3%) loans for the financing of building rehabilitation. Sometimes outright grants are given. The program is administered by the Division of Property Conservation, Bureau of Building Inspection, Department of Public Works. In 1966, seven areas in San Francisco were chosen as FACE areas; the Mission was not among those seven, and the program is being phased out. Selection of FACE areas was based on strong citizen demand.

STATE PROGRAMS

Marks-Foran Housing Rehabilitation Act of 1973 (S.B. 1438)

This State enabling legislation permits cities and counties (local agencies) in California to sell tax-exempt revenue bonds for the purpose of relending the proceeds to eligible property owners to rehabilitate their housing. The State restricts the use of these proceeds either to areas where rehabilitation programs are being concentrated, or to households of low and moderate income.

The Marks-Foran bill also requires the guidelines for financing residential rehabilitation to insure that outstanding loans on rehabilitated property do not exceed 80% of the anticipated value of the property after rehabilitation except: 1. That the local agency may authorize loans up to 95% under certain conditions; 2. That the maximum repayment period for residential rehabilitation loans be 20 years or 3/4 of the economic life of the property (whichever is less); 3. That the maximum rehabilitation loan amount for each dwelling unit is \$17,500; 4. That no more than 20% of any loan may be used for residential rehabilitation not required by the local agency's rehabilitation standards; 5. That loans may not be made for refinancing outstanding indebtedness unless the cost of meeting rehabilitation standards is at least 20% of the loan. Under the Marks-Foran legislation, a local agency is authorized to change interest rates to reflect changes in interest rates on the local agency's bonds, losses due to defaults, and bona fide changes in loan servicing charges.

Rehabilitation Assistance Program RAP

RAP is a rehabilitation program sponsored by The City and County of San Francisco and authorized by the Marks-Foran Housing Rehabilitation Act of 1973. Its purpose is to provide low-interest, long-term rehabilitation loans to eligible owners in designated neighborhoods throughout the City.

Under the RAP program, the City borrows the necessary funds from private lending institutions and pledges as security for the money borrowed, a fund consisting of: 1. The amounts received in repayment of the loans from the program participants; 2. The mortgages of the concerned properties (to be held by the

City); and 3. A bad-debt reserve fund to be established and funder from the interest paid by the participating property owners. The City will not pledge general funds and revenues as security for its loans from private lending institutions. Annual allocations from Community Development Funds received by the City are used to supplement the RAP program.

This program has originated as part of the City's efforts to pursue a concentrated area approach to code enforcement and neighborhood conservation (formerly called FACE).

An additional feature of RAP is a special "hardship loan" or interest-free loan to low-income homeowners which is repaid to the City upon the sale of the property.

Also, RAP has a rent-stabilizing clause which states that rents on a given property should remain at their present level throughout the life of a rehabilitation loan made to the owner of that property. The owner is permitted to pass on to the tenants actual increased costs based on a percentage increase which is equivalent to the increase in the Bay Area Cost of Living Index issued by the U.S. Department of Commerce.

Presently, the Inner Richmond and Upper Ashbury District in San Francisco are scheduled for RAP activities, beginning in the Fall of 1976 and the program is being considered by the Department of City Planning.

While RAP favors owner-occupancy by allowing 25% above the RAP loan for noncode home improvements, it has proven to be hard on renters. Rents in RAP areas have risen almost 10%, and the Upper Ashbury residents are beginning to resist their RAP program.

REDEVELOPMENT PROGRAM

This State mechanism, established as a substitute for urban renewal and operating at the local level through a Redevelopment Agency, essentially includes the acquisition, rehabilitation, and resale of property at written-down prices for redevelopment. In accordance with the objectives of this program, SB 99 Redevelopment Construction Loan Act also provides financing for new construction and substantial rehabilitation as well as related commercial facilities, without income limits or loan size restrictions (except as restricted by Federal Housing Administration programs used). Another source of funding for this program is the FHA Section 312 program which provides low-interest (3%) loans for rehabilitation activities in redevelopment areas. The current status of this program indicates that it will be phased out with the completion of its ongoing commitments.

CITY PROGRAMS

San Francisco Housing Authority

This agency is responsible for the development and management of housing for low-income individuals and families. It is funded from HUD and deals primarily with three programs: conventional public housing, turnkey public housing, and Section 23, Leased Housing Program. Its policy has moved from concentration to the development of new units scattered throughout the City. SFHA

accounts for less than 2% of the City's housing stock. Under Section 23, SFHA leases existing housing units from private owners and resells to qualified owners at a reduced rate.

Systematic Code Enforcement Program

Administered by the Division of Apartment Houses and Hotel Inspection, Bureau of Building Inspection, Department of Public Works. This program comes entirely under City auspices and has a city-wide scope. While it affects every structure with three or more units, only about 1,000 structures per year are inspected. There are no existing programs at present to reduce the impact of systematic code enforcement on rents, tenants or homeowners.

Historic Preservation Fund Program

This program was proposed by the San Francisco Department of City Planning in order to provide loans and grants for the rehabilitation of structures with special architectural or historic value. The program which has already received approval by the Board of Supervisors, has been initiated with a \$200,000 revolving fund from Community Development funds beginning in 1975, with insured additional funding for the future depending on the success of the program.

Among the objectives of the program would be to benefit low- and moderate-income persons, to assist owner-occupied structures and to emphasize exterior restoration. The program is administered by the Foundation for San Francisco's Architectural Heritage as part of Heritage's existing Urban Conservation Fund. Also, a loan committee representing a range of interests, including City agencies, neighborhood groups and professional organizations advises Heritage on the program and reviews proposed projects.

Landmarks Preservation Advisory Board

This board, established in 1969, performs a watchdog function for the City Planning Commission and the Board of Supervisors, which essentially consists of finding and designating as a landmark any structure which appears to have "special character or historical, architectural or aesthetic interest or value" in San Francisco.

On the recommendation of the Landmarks Board, a particular building may come under certain protective regulations administered by the City Planning Commission aimed at discouraging its destruction and enhancing its restoration. Until the establishment of the Historic Preservation Fund program, all that the City could legally do to discourage the destruction of an historic structure was to delay its demolition so that funds could be located to purchase the structure. However, the combination of these two programs can insure the protection of buildings with historic value.

The Mission has many such buildings which also provide a good percentage of the area's family housing. The combined efforts of these programs should prove beneficial to the residents of the area, provided that funds are used to upgrade the living quality of the structures as well as the esthetic characteristics, and that the high costs of restoration/rehabilitation are not passed down to the resident-property owners or tenants.

Protected Residential Areas

This is a City-wide program administered jointly by the San Francisco Department of Public Works and City Planning Department and funded through Community Development funds. The program is directed toward the reduction and slowing of heavy and speeding traffic on residential streets. The program also responds to neighborhood requests for action directed at reducing the blighting effects of heavy and speeding traffic, which include noise, glare, air pollution, dirt, increased danger to children and pedestrians, and loss of streets as a social and open space resource. Protected Residential Area projects include beautification activities which are related to the slowing and screening of traffic. This includes such features as decorative traffic islands, building of sidewalks and street tree planting. Street traffic diverters can also be employed, but only where there is substantial need for them and strong approval of affected residents.

This program is proposed for low-and moderate-income neighborhoods in accordance with the following criteria: 1. The severity of environmental problems and degree of blight in an area, as well as the extent and character of traffic-related problems; 2. The degree and extent of both neighborhood support and opposition; 3. The cost of the project compared with the benefits obtained; and 4. The availability and capacity of collector streets to carry diverted traffic.

Currently, certain areas of the Mission District are receiving traffic control assistance under this program. Protected Residential Area activities could also be applied to other areas of the Mission.

STUDY AREA SURVEY QUESTIONNAIRES

Questionnaires of three types--residents, shoppers, "merchants,"-- were worked up and distributed as follows: approximately 60 merchant surveys were distributed, with about 30 returned; 75 shopper surveys completed and returned (three persons worked the street at selected locations on three separate occasions, morning, afternoon, early evening); resident survey questionnaires were distributed by members of Operation Upgrade, of which approximately 30 out of 100 were completed and returned.

The three questionnaires have been combined to present the following figures. There are several categories which had at least 75% response.

<u>Item</u>	<u>Percent responding (positive)</u>
Improved cleaning and less trash on streets	98%
Increased police protection	82
Foot patrol	75
Favored sidewalk improvements	77
More repair and upkeep of shops and apartments	75
Too much crime and undesirable activity on 16th St.	75
Provide a mini-park on 16th Street	75

The following items received between 50% and 75% positive response:

Too much litter and air pollution	74%
Too much crime	68
Improved city cleaning of sidewalks	65
More parking lots	64
Walk on 16th Street daily or drive	61.5
Increased street lighting	61
More businesses open later at night	60
Annual street fair	60
Increased police foot patrols	59
Better local cleaning of sidewalks	55
Too much noise and congestion from traffic	55
More and improved window displays and store signs	54
Walk into the area	52

NOTE: Of a total of 200 questionnaires distributed, 133 were returned, in varying degrees of completion. Percentages expressed above are percentages of the total of 133.

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Many sources have influenced the manner and content of this report: people, events, community dialogue, background and bias of the writer, and of course, books, reports, and other written materials. The study has not been a research project per se--still, recourse to and study of various data has been necessary and helpful. What is listed here are those materials that contributed directly or indirectly to the thinking and perspective that informs this report, or that are somehow relevant in a context of neighborhood planning.

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